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ABSTRACT

Part two of selected issues to be considered by the 96th Congress regarding the Higher Education Act reauthorization are examined. Recently funded at approximately $5 billion, the programs of this legislation serve over 3 million students through financial assistance and nearly the full range of traditional higher education institutions and many proprietary vocational/technical schools. The primary focus of the Higher Education Act is student assistance, which accounts for some 94 percent of the funds appropriated for the act. Focus of this report is on lifelong learning. Sessions in Hartford and Waterbury, Connecticut examined the program of community service and continuing education authorized by Title I of the Higher Education Act. Text of House Resolution 4531, the Lifelong Learning Act of 1979, is provided. Prepared statements, letters, and supplemental materials from representatives of community interest programs, presidents of colleges, and project directors are included. (PHR)

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REAUTHORIZATION OF THE HIGHER EDUCATION ACT AND RELATED MEASURES

Part 2

HEARINGS

BEFORE THE

SUBCOMMITTEE ON POSTSECONDARY EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

NINETY-SIXTH CONGRESS

FIRST SESSION

HEARINGS HELD IN HARTFORD AND WATERBURY, CONN.
ON APRIL 27; AND WASHINGTON, D.C. ON JUNE 21, 1979

Printed for the use of the Committee on Education and Labor

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REAUTHORIZATION OF THE HIGHER EDUCATION ACT AND RELATED MEASURES

Part 2—Lifelong Learning

FRIDAY, APRIL 27, 1979

House of Representatives,
Subcommittee on Postsecondary Education
of the Committee on Education and Labor,
Hartford, Conn.

The subcommittee met, pursuant to notice, at 9:45 a.m., in room 4½, State capitol building, Hartford, Conn., Hon. William D. Ford (chairman of the subcommittee) presiding.

Members present: Representatives Ford and Ratchford.

Staff present: Thomas R. Wolanin, staff director; Patricia F. Rissler, deputy staff director; William Clohan, minority education counsel; Jennifer W. Vance, minority legislative associate; and Cliff Johnson, Congressman Ratchford's staff.

Mr. Ford. I am pleased to call to order the first field hearing of the Postsecondary Education Subcommittee of the U.S. House of Representatives in connection with the reauthorization of the Higher Education Act of 1965 and all of its component parts. The hearing is held here today at the request of Bill Ratchford who is one of the newest members of our committee. I hasten to say one who obviously is wielding a great deal of influence early in his congressional career since he is having a field hearing in his State before I as chairman have had one in my own State. He just got there "firstest with the mostest," as they say.

We are very pleased to be here today in response to his request that we would come here to Connecticut for part of the hearings in anticipation of the reauthorization.

The Subcommittee on Postsecondary Education is already deep in the process of its main task this year, which is extending, expanding, and continuing programs authorized by the Higher Education Act. Several hearings have been held in Washington prior to this hearing as we considered the programs to strengthen developing institutions programs, to provide assistance to students from disadvantaged backgrounds, to provide assistance to college and research libraries, and the cooperative education program.

The format, I might say, that is being followed in the reauthorization process, which is a very long and involved process, is to move through the reauthorization, subject matter by subject matter or title by title, literally, in the existing law. Prior to any of these hearings we solicited early last fall the assistance of approximately 50 national higher education organizations or postsecondary organizations—organizations of people directly involved with postsecondary education—for their specific suggestions, section by section, with regard to whether the law ought to be maintained in its present form or changed. If it was to be changed, we asked for their specific recommendations and the rationale for those recommendations. This, so far as we know, has never been attempted before, to solicit in advance of introducing the legislation a cross section of opinion from the professionals in the community most directly affected.

As a result of the invitation last fall, we were pleased to receive formal presentations in writing before February 15 of this year from over 60 organizations. There were more organizations out there than we were familiar with because there were some organizations that we had not been in contact with in the past. As a result of that we have a complete analysis of their recommendations from all the groups and organizations as a starting point.

This is being distributed now to interested parties who are, during the course of what we expect to be some 36 days of hearings, commenting not only on the law but the recommendations being made by other people, commonly referred to as special interest groups. We have got all the special interest groups in effect on paper and up front so anyone who wishes to can see what the other group is prepared to advocate.

At today's sessions here and later today in Waterbury, we will be examining the program of community service and continuing education which is presently authorized by title I of the Higher Education Act.

Mr. Ratchford has arranged a panel of distinguished witnesses for each of our sessions today.

This morning we are scheduled to hear from State officials and university officials as well as community college and industry representatives.

Later today in Waterbury a representative of the American Association of Community and Junior Colleges, a representative of the National University Extension Association and individuals involved in local projects will testify.

At this point before proceeding I would like to recognize our colleague, Congressman Bill Ratchford, for his opening remarks.

Mr. RATCHFORD. Mr. Chairman, we are extremely pleased to have you here because throughout these United States you are recognized as the expert on the subject of higher education in the Congress of the United States. As a freshman Member of Congress you do me personally and my district an honor by coming first to the State capital where I served for 12 years and this afternoon to my congressional district for a hearing in Waterbury.

As a new Member of Congress and of the subcommittee it is with particular excitement that I return to Connecticut to offer its officials—and a number will testify today. Others in this room will present written testimony. Others, such as State Representative Jim Dyer from Danbury, who is chairman of the Subcommittee on Higher Education of the State's House Education Committee, is with us today. We join in welcoming this opportunity, an opportunity to add our thoughts, and their thoughts, to the reauthorization of the Higher Education Act.

Often in the insulated environment of Washington it is easy for my colleagues and myself to overlook the full impact which Federal programs have on the quality of life for all Americans. It is through this process of returning to the people in field hearings and a variety of other means to promote public participation that we come to realize fully the importance of many of our present Federal programs.

It seems particularly appropriate today for the subcommittee to come to Connecticut to examine title I of the Higher Education Act, which provides Federal funds to the States for the development of community services and adult education programs. The State of Connecticut not only has an exciting title I program but also has had the capability and foresight to invest these Federal funds in projects which have made a lasting contribution to the people of this State.

I will leave to the witnesses the detail of the types of programs that are being offered. But I do have some comments on the general subject of education and higher education in these extremely difficult economic times.

Mr. Chairman, there is no need for me to remind you or the subcommittee of the difficult times which education faces in the "oversight Congress" of budget austerity and fiscal restraint. In fact we have seen already the first budget resolution passed by the Senate of the United States, and when we return on Monday, the House of Representatives over at least a 3-day period of time will grapple with this difficult assignment.

As the development of the fiscal year 1980 budget proceeds, it seems clear that many of our colleagues intend to make serious cuts in all social programs, with little or no regard for the human costs and the long-term effects of those actions. I can only view this mood in Washington as a tragic perversion of the true sentiments and needs of the American people.

Unfortunately, it appears that title I may be one of the victims of this budget-cutting process. As everyone in this room is painfully aware, President Carter has recommended that all funds for community service and adult education programs be eliminated in fiscal year 1980. In light of the small commitment of Federal funds to title I, $16 million this year, the savings associated with the President's cuts would be minimal. And yet the impact on many communities and on many colleges and universities across the Nation may be dramatic.

Mr. Chairman, I go on from there—and I will file the formal statement—to state that certainly this is a time of austerity, certainly this is a time for restraint, certainly this is a time for Washington to lead and not talk about turning the corner on inflation. But I would personally hope that the action of Congress in this mood would not be to take social services, specifically in this instance community and adult education, and sacrifice those services on the "altar of inflation."

These programs have been vital to a segment of our community that frequently has not realized the benefit of education in this country, the changing student who no longer is in the 18- to 22-year-old mold, or the student who is participating as a result of innovative programs in the community, geared toward stimulating a mind so that that mind can make a better contribution to society.

The witnesses that we have today I am sure will address themselves to that because Connecticut and its segments of higher education have been innovators in the whole field of title 1 of the Higher Education Act.

It is within this framework that we open the hearings. Again I applaud you for being here. For those of you in the audience who have not had the experience of air travel lately, it is indeed interesting. You arrive at the airport. The lines are long. You are checked into the airport. Your plane may not be there. You are checked into the waiting room of the airport and may be told that there is no plane whatsoever. Yet under these circumstances one of the busiest Members of Congress, Chairman Ford, has taken time to be with us today.

So with these opening remarks we can proceed with the witnesses.

[The document referred to follows:]

Opening Statement of Congressman William R. Ratchford to the Subcommittee on Postsecondary Education Field Hearings on Title I, April 27, 1979

Mr. Chairman, it is a great pleasure and honor to welcome the Subcommittee on Postsecondary Education to my home State of Connecticut and its capitol, Hartford, and this afternoon to my congressional district in Waterbury.

As a freshman Member of Congress and of the subcommittee, it is with particular excitement that I return to Connecticut to offer its officials and its citizens the opportunity to add their thoughts to the reauthorization of the Higher Education Act. Often, in the insulated environment of Washington, it is easy for my colleagues and I to overlook the full impact which Federal programs have on the quality of life for all Americans. It is through this process of returning to the people, in field hearings and a variety of other means to promote public participation, that we come to fully realize the importance of many of our present Federal programs.

It seems particularly appropriate today for the subcommittee to come to Connecticut to examine title I of the Higher Education Act, which provides Federal funds to the States for the development of community service and adult education programs. The State of Connecticut not only has an exciting title I program, but also has had the capability and foresight to invest these Federal funds in projects which have made a lasting contribution to the people of this State.

The title I programs were originally designed to stimulate innovative approaches to community problems and special educational needs through institutions of higher learning, here in the State of Connecticut today. I believe we will get a promising glimpse of the potential of title I for generating just those types of valuable programs bringing college and university resources to bear on pressing State and local needs.

Mr. Chairman, there is no need for me to remind the subcommittee today of the difficult times which education programs face in the "Oversight Congress" of budget austerity and fiscal restraint. As the development of the fiscal year 1980 budget proceeds, it seems clear that many of our colleagues intend to make serious cuts in all social programs, with little or no regard for the human costs and the long-term effect of those actions. I can only view this mood in Washington as a tragic perversion of the true sentiments and needs of the American people.

Unfortunately, it appears that title I may be one of the victims of this budget-cutting process. As everyone in this room is painfully aware, President Carter has recommended that all funds for community service and adult education programs be eliminated in fiscal year 1980. In light of the small commitment of Federally funds to title I—$16 million this year—the savings associated with the President's proposals will be minimal. And yet the impact on many communities, and on many colleges and universities across the Nation, may be dramatic.

I do not deny the importance of the administration's present efforts to reduce the size of the Federal deficit. However, as responsible leaders and legislators, I believe the Congress must asess the long-range costs and benefits of Federal programs, to insure that small savings in 1980 will not result in much larger problems and costs in 1981 or 1985 or 1990. A farmer may choose to buy half the seed to cut his costs, but he shouldn't be too surprised to find an empty table that winter!

I firmly believe that the analogy is appropriate—that our educational programs are an investment, and that we sow the seeds of future productivity and prosperity through support for our Nation's institutions of higher learning. Of course, we can choose to ignore our responsibilities for that investment, but in so doing we only neglect the potential of future generations.

The cost-effectiveness of title I programs make them a particularly unseemly target for elimination in 1980. The basic concept of these community service and adult education programs is to match existing and available resources within institutions of higher education with local problems and needs. In the absence of title I funds, neither the resources nor the problems will disappear—sadly, the resources will simply remain idle while the problems persist or grow.

Under the present system, Federal funds under title I provide important "seed money" or "risk capital" to educational institutions, enabling them to undertake innovative programs and to respond to community needs without abandoning their primary educational missions. It is for this very reason that the costs of title I are minimal while the benefits of the programs are impressive.

We certainly have many challenges before us. During the coming weeks, the budget fight in Congress will be of greatest concern. However, assuming the budget provides the flexibility to make these deliberations meaningful, the subcommittee must also address some serious issues in the reauthorization of title I of the Higher Education Act. We must review the present structure of community service efforts, to be sure that they provide the accountability and responsiveness which are so important. The unfunded elements of adult education programs in title I pose an especially difficult dilemma, one which I am sure the subcommittee will be reviewing carefully during the reauthorization process.

Still, in spite of these difficulties before us, I can only be encouraged by the interest and enthusiasm for these community service and adult education programs which exists throughout the State of Connecticut. That enthusiasm is not surprising, because when utilized to their full potential the title I programs offer very very exciting opportunities for contributions to the quality of life throughout the State.

I look forward with great interest to the testimony to be presented here this morning, and heartily thank the chairman and the subcommittee for making it possible to consider the achievements and the ideas ot the higher education community here in the State of Connecticut.

Mr. Ford. Thank you very much.

Mr. Ratchford. Mr. Chairman, would you introduce your staff here at this point so that we can identify them? Cliff Johnson, would you join me over here?

Mr. Ford. This is Dr. Tom Wolanin, staff director of the Postsecondary Education Committee. Sitting to his right is Ms. Vance, who is minority legislative associate for the committee and to her right, Bill Clohan, the minority counsel. In Washington we use that term to refer to the Republicans. And the deputy director, Pat Rissler, is running back and forth here doing things. I guess she is out on the phone. There was a mixup at the hotel and we had to come in two different planes last night. Until we arrived here this morning we did not know that some of these people had safely arrived in Hartford and we had demanded from the FAA this morning a passenger list before we walked in and discovered that indeed they arrived safely.

It turns out that when they went to the hotel they were told there was "no room at the inn" and they threw them out, and this morning indignantly demanded an explanation as to why we reserved five rooms and didn't use them. We haven't started off in an auspicious manner, as the committee members just returned from Peking.

Mr. Ratchford. Some of the members.

Mr. Ford. Some of the members. We traveled 26,000 miles in 11 days and didn't lose anybody and we couldn't get the whole staff up here from Washington. It tells you something about the relative efficiency of the U.S. Air Force vis-a-vis the private carriers in this country.

I would like to call Mr. Michael Usdan, commissioner of Higher Education, State of Connecticut.

Mr. Ratchford. Mr. Chairman, joining him as part of this panel is Mr. Duffy, under secretary of Office of Policy and Management.

I would indicate that members of my staff here with me today include: Clifford Johnson. legislative assistant; Frances Schwartz, director of my district office; Peggy Quiller, in charge of constituent services in the district; and Shelton Washington, who is our grants administrator.

[Prepared testimony of Michael D. Usdan follows:]

TESTIMONY OF MICHAEL D. USDAN, COMMISSIONER OF HIGHER EDUCATION, STATE OF CONNECTICUT

On behalf of the higher education community, I am pleased to welcome Represenatitive William Ford of Michigan to Connecticut and to thank him and Represenatative Ratchford for the opportunity to participate in this Congressional Field Hearing on Title I–A of the Higher Education Act, which funds community service and continuing education projects at institutions of higher education.

Postsecondary education faces challenges in the 1980's of a different nature than those it has been confronted with in the last 20 years. The declining birth rate, particularly in Connecticut, will reduce the numbers of high school seniors significantly by 1990, and higher education enrollments of 18- to 22-year-olds will also drop markedly. At the same time, increasingly rapid technological changes, a shift to a more service-oriented economy, rising occupational expectations of women and minorities, and changing retirement patterns will create an environment in which the provision of more responsive continuing education services will escalate in importance to business and industry and to the individual consumer of education services, as well as to postsecondary education institutions.

Title I–A is the single federal program which makes funds available to states for distribution to independent as well as to public institutions of higher education to help them develop new and more responsive models for continuing education opportunities and for relating the considerable problem-solving resources of academic institutions to the needs of citizens and communities.

The Board of Higher Education supports, in essence, the position taken by the State Higher Education Executive Officers (SHEEO) as submitted to the Committee on Education and Labor of the House of Representatives. This in effect combines Title I–A, community services and continuing education, with Title I–B, Lifelong Learning, to expand the scope of fundable adult learning activities.

We believe that it is important that the community services element be retained in any rewriting of the legislation so that the program does not abandon the specific and unique component which has made it successfully able to relate to local problems.

With regard to suggest Sec. 131(a), Allotments to States, Connecticut supports the position taken by the New England Title I–A state program directors, which presents the views of the smaller states. This recommends a basic allocation of one-third the total appropriation divided by 50, or $125,000, whichever is greater, with the balance distributed proportionally to the state's adult population.

We suggest that Sec. 106, which reserves funds for discretionary projects administered at the federal level, be repealed until such time as the program's original authorization of $40,000,000 is either allocated or increased. At the current low levels of funding which seem likely to prevail, the program is best carried out at the state level where planning agencies are in a better position to distribute scarce dollars in a coordinated targeted, cost-effective manner.

Similarly, we think it is important that the responsibility for administration of the program be retained by the state agencies appointed by the governors in the various states so that Title I will continue to be well coordinated with statewide planning for community services and continuing education. Advisory groups to to the program should be constituted so that the interests of the independent sector are taken into consideration.

To illustrate the scope of activities which Title I-A supports, I am pleased to announce today the 1979 Connecticut grants to seven institutions for projects which are designed to help the elderly, working women and the handicapped.

These range from $5,750 at Albertus Magnus College in New Haven, for a project to help deaf persons participate in the political process, to approximately $50,000 at Hartford College for Women and Hartford State Technical College to implement a model for counseling and training low-income women for technological careers.

Other wards are: Central Connecticut State College, acting as fiscal agent for the Coordinating Committee for the North Central Region, approximately $30,000 to develop an Upward Mobility counseling and training model for state clerical workers; Fairfield University, $17,533 to develop a model for providing management skills training for women re-entering the job market; Manchester Community College, $22,793 to develop curriculum and train a pilot class in clerical skills for moderately retarded persons; University of Connecticut School of Pharmacy, $19,430 for a project to provide senior citizens with information on proper drug use; and $12,692 to the University of New Haven for a project to improve burglary investigation techniques and victims services in conjunction with police departments.

STATEMENT OF MICHAEL USDAN, COMMISSIONER OF HIGHER EDUCATION, STATE OF CONNECTICUT, ACCOMPANIED BY CHARLES DUFFY, UNDERSECRETARY, OFFICE OF POLICY AND MANAGEMENT, STATE OF CONNECTICUT

Mr. Usdan. Thank you, Mr. Chairman.

On behalf of our education community I am pleased to welcome Representative William Ford of Michigan to Connecticut and to thank Representative Ratchford for the opportunity to participate in this congressional field hearing on title I–A of the Higher Education Act, which funds community service and continuing education projects at institutions of higher education.

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At the same time, increasingly rapid technological changes, the shift to a more service-oriented economy, rising educational expectations of women and minorities, and changing retirement patterns will create an environment in which the provision of more responsive continuing education services will escalate in importance to business and industry and to the individual consumer of education services as well as to postsecondary education institutions.

Title I–A is the single Federal program which makes funds available to States for distribution to independent as well as to public institutions of higher education to help them develop new and more responsive models for continuing education opportunities and for relating the considerable problem-solving resources of academic institutions to the needs of citizens and communities.

The board of education supports in essence the position taken by the State higher education executive officers as submitted to the Committee on Education and Labor of the House of Representatives. This in effect combines title I–A community services and continuing education with title I–B, lifelong learning, to expand the scope of fundable adult learning activities. We believe it is important that the community services element be retained in any rewriting of the legislation so that the program does not abandon a specific and unique component which has made it successfully able to relate to local problems.

We suggest that section 106, which reserves funds for discretionary projects administered at the Federal level, be repealed until such time as the program's original authorization is either allocated or increased. At the current low level of funding that seems likely to prevail, the program is best carried out at the State level where planning agencies are in a better position to distribute scarce dollars in a coordinated, targeted, cost-effective manner.

Similarly, we think it is important that the responsibility for administration of the program be retained by the State agencies appointed by the Governors in the various States so that title I will continue to be well coordinated with statewide planning for community services and continuing education. Advisory groups to the program should continue to be constituted so that the interests of the independent sector are taken into consideration.

To illustrate the scope of activities which title I–A supports, I am pleased to summarize very briefly the 1979 Connecticut grants just recently made to seven institutions for projects which are designed to help the elderly working women and the handicapped. These range from $5,750 at Albertus Magnus College in New Haven for a project to help deaf persons participate in the political process, to approximately $50,000 at Hartford College for Women and Hartford State Technical College to implement a model for counseling and training low-income women for technological careers.

Other awards are: Central Connecticut State College, acting as fiscal agent for the coordinating committee for the north central region, approximately $30,000 to develop an upward mobility counseling and training model for State clerical workers; Fairfield University, $17,000 to develop a model for providing management skills training for women reentering the job market; Manchester Community College, $22,000 to develop curriculum and train a pilot class in clerical skills for moderately retarded persons; the University of Connecticut School of Pharmacy, $19,000 for a project to provide senior citizens with information on proper drug use; and $12,000 to the University of New Haven for a project to improve burglary investigation techniques and victims services in conjunction with police departments.

In closing, may I just piggyback on Representative Ratchford's comments about title I? It's a very small program. It's one of the handful of programs that has been funded that in essence is consonant with what has to be the future of higher education, efforts in containing education to reach a part-time older student market and to cut off this very, very small, indeed minute program at this juncture, which I think has seeded prototype programs which are going to have to be the "wave of the future," would I think be programmatically and economically very disfunctional.

Mr. Chairman, Mr. Ratchford, we very much appreciate the opportunity to testify. We are very appreciative of your being in Hartford today.

Mr. **Ford.** Would you like to proceed?

Mr. **Duffy.** Mr. Chairman, my name is Charles Duffy. I am under secretary for employment and training for the State of Connecticut. I think it only fair to point out that previously I was deputy commissioner of the State commerce department and the commerce department was responsible for promoting tourism in Connecticut. On behalf of the Governor, the commerce department, my former associates, I apologize sincerely for the difficulties that you've experienced in trying to come to our State. But I am not now deputy commissioner of commerce so that someone else is responsible, not me.

Mr. **Ratchford.** Sounds more like a Federal responsibility.

Mr. FORD. I might observe that these things have a tendency to balance out. Your Governor was a former colleague of ours and a dear friend. I don't even remember having her at a disadvantage in any confrontation. I think I can put her on the defensive so we can start off at least equally.

Mr. DUFFY. So be it. I just want to offer a few observations. My responsibility is newly created and is justified by and the result of the reauthorization of CETA which gives to the Governor the responsibility for coordinating employment training programs throughout the State of Connecticut and it is in that context that I speak to you today.

The spirit and intent of title I–A is fully consistent with what we consider to be a new Federal policy in manpower as reflected in CETA. CETA calls for a new and more efficient and coordinated action by all agencies to address employment training problems.

Title I–A provides an incentive for higher education to be involved in that process and the solution of those employment and training problems and I think, as has been pointed out, it would be most unfortunate to lose this important tool at a time when there has been a new direction given to employment and training by Congress.

In addition to that, I think if you examine the list of projects that that have been funded by title I–A in Connecticut since 1966, you will see that a large majority of them deal with employment and training in some general way, and that a large portion of the projects that deal with employment and training deal specifically with efforts by universities and institutions of higher education to provide services to those people that for a long time and for all kinds of reasons, have been excluded from the economic mainstream of our country and our State, and I think this is extremely important and it has been extremely gratifying to me to see that higher education institutions have recognized these problems and have been willing to play a very important part in their solution.

Again it would be extremely unfortunate to lose, as Commissioner Usdan has pointed out, the single tool that provides a real strong incentive for higher education to be involved in the solution of these very difficult problems we face.

Colleges and universities today in Connecticut and elsewhere are, I think, under fire, and they have seen a difficult time in getting new funding and even in holding their own. The declining enrollments and all kinds of other reasons, changes in the makeup of the population of the country, have in a lot of people's minds cast doubts about the future of higher education.

I think that in my capacity I see a whole new market for education, and in particular, for higher education. I think we've got to pay strong attention to the needs of the adult population. We know that on an average of seven times, people change careers in their lifetimes, and that says to me, and I think to others, that there is a tremendous and a continuing need for educational services for adults.

Title I in spirit and intent if not in the amount of funding that it has been given, I think addresses that need, and has a great potential to provide a strong incentive for colleges and universities to be involved in the future in the solution of employment and training problems, and the provision of services to adults and education for adults that will enable them to get the kinds of jobs that are going to be available, and that will continually be available in our economy.

So I think we are concerned that the 1980 budget contains no funds for title I–A and second, I hope, that in the reauthorization, new emphasis to adult and community, and continuing education, can be given by Congress when they reauthorize the act.

Thank you very much for the opportunity to testify before you today.

Mr. **Ford**. Thank you very much.

I'm looking through your recommendations by SHEEO, which is an acronym for the State Higher Education Executive Officers. You made reference to it in your testimony. I note that the recommendations from the State officials are quite extensive covering title I. It should also be noted that of all the titles of the act, the one that drew the most suggestions from professional organizations with respect to change was title I, and there is really not a concensus of professional education associations as to what specific changes ought to be made. However, glancing through quickly, I see no one who suggests that it ought to be abolished, except the Office of Management and Budget in Washington.

If you look at the appropriations history, you see that in 1975 we appropriated $14,250,000, dropped to $12,195,000 in 1976. In 1977 it came back up to $14,125,000; 1978, up to $18 million, and for fiscal 1979 we appropriated $16 million. For fiscal 1980, abruptly the budget recommends zero funding for this program.

It's the only program in the Higher Education Act as far as I know that directs itself specifically to the support of activities by State officials in conjunction with educational institutions exclusively operating in the form of a State plan through a State agency. It's really a counterpart to what we did when we wrote the Elementary and Secondary Act of 1965. The original title V of that act was called "A Title to Strengthen State Educational Agencies." That title was developed and has survived over the years and enlarged itself upon the theory that State educational agencies have a role to play in providing a link on a statewide basis between the U.S. Office of Education, as the administering agency for educational programs, and the diverse kinds of institutions that might be found within that State. It's not a device for the distribution of funds. It does not interfere with the activities of or create a relationship to interfere with the free activities of private colleges and universities.

But what would be the immediate impact with respect to your ongoing activities in Connecticut if this program be zero funded in the forthcoming year?

I should note the last year for which I have a breakdown by States before me indicates that in fiscal 1977 out of a $12 million appropriation you had $211,243, which indicates out of the $18 million peak that we had, it was considerably more than that.

What would be the immediate impact of withdrawal of these funds, even if we don't change the authorizing language in the bill?

Mr. **Usdan**. Relating to the role of the State agency, I would feel that it's not a large program where I in all candor could say that somehow we would all disappear from the face of the earth if the program disappeared.

Mr. **Ford**. I understand. What kind of activity would be likely to suffer from withdrawal? It's a relatively small amount of money.

Mr. **Usdan**. Yes, it is. I think it represents what I tried to convey. I think it has to be seeding for the future in terms of the kind of role that higher education has to play in adult continuing education, the kinds of programs that I think we mounted in Connecticut reflect the types of community service and adult education activities. When originally devised, these activities were essentially almost add-ons to existing academic programs of the traditional full-time college student body.

I think these adult education programs essentially are almost going to be the mainstream in many ways for many institutions of higher education in the future, and, as Mr. Duffy indicated, if the program vanished in fiscal 1980, I suspect we would have to recreate something like it again because so much of the market, if you will, in terms of student constituencies, is going to be predicated on the types of students that title I has served in its brief and very minimal history.

I would argue that it's had a remarkable cost benefit, multiplier effect, if you will, as a prototype program. I think it augers for the future. If we are going to have to recreate vehicles like them, I think that would be terribly bad, with full acknowledgement of the kind of fiscal strains and stress that Federal and State budgets will be under in the years ahead, I just think it would be economically disfunctional to kind of strip a tiny program that augers the future prematurely. I think it would be economically disadvantageous, as well as in terms of public policy very shortsighted.

Mr. **Ford**. Thank you very much.

Mr. **Duffy**. I think it's important when I look at the language of the act, and to the extent that there is no money in the budget this year, reflects a certain policy decision by the Federal Government that this is not as important as many other things. As Commissioner Usdan pointed out $212,000 is not tremendous. But to the extent that it sends a signal to those of us who are at the State level about the intentions of the interests of the Federal Government, it is a very negative kind of a sign.

We are in a unique situation in Connecticut. We have Mr. Usdan, who is new. We have a State-mandated reorganization of higher education which is about to be presented to the legislature in the coming session. We have a new president at the University of Connecticut. We have a new mood and a new approach I think to higher education and that is, as Commissioner Usdan has pointed out, we feel that the institutions of higher education have a real role to play in solving community problems, and to the extent that my own interest is solving employment and training problems, we look to the Federal Government for both philosophical and financial support for what we consider to be new directions in higher education.

So to the extent that the money isn't going to be there, we're not going to die. Few people will lose their jobs and so on. But to the extent that that represents a new policy by the Federal Government it seems to be going in a different direction than we're going. To that extent I think it's unfortunate.

Mr. **Ford**. We have a piece of legislation pending on which we've had hearings. Focusing specific attention on what we define as urban grants, it is really sort of a takeoff on the land-grant theory of the old Morrill Act, that would allow a minimum of one standard metropolitan statistical area of a State to apply for grants for an urban university, to develop their capacity to work with the State and local agencies, to help in community planning and community efforts of one kind or another that require the kind of expertise that is available to colleges and universities. We hope that that will be considered by the committee as a possible extension of title I. In that bill we've asked for $50 million and nobody has blinked yet, which would be considerably more than title I for all the other purposes.

I think it's fair to say that that approach is supported by Mr. Califano, as the President's principal Cabinet member involved with education, and the Commissioner of Education and others. But what happens when it goes into the dim dark recesses at the Office of Management and Budget is something else.

But I'd like to ask you with respect to the provisions in section 105 of the bill, there is a requirement that you shall designate in your State plan or create a State agency or institution which has special qualifications with respect to solving community problems, which is broadly representative of institutions of higher education in the State, which are common to community services and continuing education programs including resource material sharing programs and shall submit to the Commissioner a State plan. What kind of agency have you designated in your State plan? Have you designated your office?

Mr. Usdan. Yes. Board of Higher Education.

Mr. Ford. I think I remember this language. It would, I am sure, be totally consistent with a State that has the kind of structure that you have for State involvement in higher education. It would be the logical agency. That language is intentionally vague however so that a State like mine wouldn't have to——

Mr. Usdan. Having lived in your State——

Mr. Ford. As you probably know, over many years it's been a hotly debated issue with respect to whether or not there should be a State superintendent for higher education. Some States like California, for example, carry it to the ultimate. But that language is intended primarily to accommodate your State but not tie other States to replicating your structure in order to qualify. I would assume you would be designated as the agency. But I'm happy to have that confirmed. Do you know if that's the pattern in the States that are similar to Connecticut in the administrative structure for higher education?

Mr. Usdan. I would guess so, Congressman. Having just moved from Michigan, and the whole issue of constitutional autonomy for the university and so forth, it is a very different setup. Most of the States, I would guess, have the board of education or commissioner primarily responsible.

I would add parenthetically, that there are those in Connecticut who would view, or who do view, a board of higher education in much the same way as I know many citizens of Michigan do. I state that parenthetically.

Mr. Ford. Mr. Ratchford?

Mr. Ratchford. Mike, isn't this the wrong time to step away from a commitment to adult education with the change in our population, the age of our population, what's happening to college students?

Mr. Usdan. Absolutely. The median age of our college students in Connecticut, this is true all over the country, we are in the midst of a threshold of a demographic revolution in terms of the age of college students. In terms of demography and what the role has to be in the future, it makes no sense whatsoever.

Mr. **Ratchford**. Isn't it also true that you're finding more and more of your students who are going to school on an interrupted basis as opposed to a continuous basis?

Mr. **Usdan**. Absolutely.

Mr. **Ratchford**. And the intent of the original legislation was to fund them under this title.

Mr. **Usdan**. Yes; absolutely. As I indicated earlier, this is really an appendage to the traditional mainstream of higher education, which was students from the age of 18 to 22. I think what we're talking about now is a demographic revolution that will make this tiny little program really—the demography of this will essentially be the mainstream of higher education in the next decade or decade and a half. I just don't think it makes very much sense. I just kind of view this program like the United Nations. In other words, with all its problem and difficulties, if you didn't have it you'd have to kind of create something like it again.

The dollars involved are essentially seed money, in a state like Connecticut $210,000 or $211,000. To lose these prototypes in terms of what they represent for the future, I just think it would be very, very poor public policy.

Mr. **Ratchford**. Are there any structural changes that you would make in the title?

Mr. **Usdan**. No; I think there are some changes. You've got the historical and traditional small State big State funding differences and depending on where you sit and where you stand, I am not sure there are rights or wrongs there. It depends on the geography and whom you represent. But I think that in many ways the program seems to be working rather well in Connecticut. Phyllis Lary, who is our title I coordinator, may want to comment in terms of our agency on the structural setup. I think we get a lot of bang for relatively few bucks even without the demography that I've cited. Again the realities we face in the years ahead would indicate that I think we'd be making a serious mistake, and it would be, I think, a terrible loss to higher education nationally.

I am sure as the committee and its staff moves around the country, the kind of demography we're talking about here is not unique to Connecticut. I think, it's more important perhaps in the Northeast and the Middle West, where the population is aging more that it is in the sunbelt States, where there still is this growth. But I'm sure the kind of comments you are receiving will be similar everywhere.

Mr. **Ratchford**. Just a practical observation, knowing that there are a number of witnesses this morning, and we move on to Waterbury, as a former Commissioner on Aging, I know that unless we serve this age bloc, especially those over the age of 60, they in turn will begin more and more to vote down budgets, and they have shown an attitude toward this at the local level already. And I'm sure Representative Dyer and Representative Sorenson, who have been with us this morning, see this at the State level because the elderly don't see any relation to the tax dollars they're paying, and the services they're getting in return. If in effect under these titles we deny them services, we are denying them one of the prime reasons they might have for supporting higher education.

Mr. **Usdan**. I fully concur, Congressman. There is this growing political constituency and as the population's median age goes upward that is an important point.

Mr. **Ratchford**. Thank you.

I don't have any other questions.

Mr. **Ford**. I notice that the recommendations from the State higher education executive officers with respect to part B retain the authority for grants for community services, resource material, and sharing continuing education, but recommends a far greater emphasis on statewide planning for lifelong learning.

If one goes back to the enactment of this law in 1965, it's my recollection that talking about adult education was still very difficult. It was very difficult for us to get elementary and secondary level people to focus on it except in some of the big cities where there was a tradition of so-called "night schools" for adults. But the general attitude of the higher education community was that they weren't interested in this because there appeared to be an inexhaustible supply of young people who would be clamoring at the doors of the school. It's a declining enrollment that has changed their mind. But this is one case where the Federal legislation anticipated accurately what was going to happen to the postsecondary population in this country. In fact, I believe that nationally now we have more people who are over the traditionally age of 22, the traditional exit age from a 4-year baccalaureate program in postsecondary education than we have between 18 and 22. That happened in some parts of the country in 1974 and 1975.

If you look at the figures for community colleges nationally, the average age of a community college student is 30 years. The average age for a female community college student is 35. I was startled by that. Then when you add to that the fact that approximately one-half of the students in community colleges are pursuing a program leading toward ultimately a baccalaureate degree, you discover that what must be at work is substantial population well over their twenties, together with a substantial population at the traditional student age group.

I suspect that we in the Northeast and in the Midwest probably ought to be more alert to this phenomenon than they are in the sun belt and the States that are growing rapidly in their population. It has been a very recent phenomenon for people at the institutional level to focus on this need.

Are you able at the State level, for example, to develop an interest? You have this large number of institutions, presumably all with their own characteristics and individuality. Are you able in area like this to develop any kind of common discourse on what the future needs of Connecticut and surrounding area are with respect to lifelong learning?

Mr. **Usdan**. We are responsible as a new agency, for submitting to the general assembly this September, a plan for organization or reorganization of the system of higher education in Connecticut, and we will be paying very, very specific and explicit attention to this adult education continuing market.

I would be less than candid, if we did not say in terms of your point, that it is not so relatively recently that higher education began to respond to this market, and I think no one could state that market realities, the marketplace, was not a factor as the shrinking traditional market has eroded.

The situation is exacerbated in Connecticut where we project by 1993 or 1994, a 43-percent decline in the numbers of high school seniors that we will be producing, which obviously means we have some leadtime to plan. We've got to project in our own responsibility this new reality. The experience in Connecticut is similar to the experience that you cited in your data The average age of community college student in Connecticut is 28. For the first time in the past year or so we now have more part-time students than full-time students in Connecticut community colleges.

Our total enrollment has, I think, increased 1.2 percent or 1.5 percent this past year. The enrollment increase has been entirely predicated on the increasing numbers of women who have been returning to school and part-time students.

Another trend is just in a very incipient stage, and that is numbers of college graduates, people with B.A.'s and M.A.'s are returning for specific technical training at technical colleges and community colleges to pick up specific and explicit skills to get jobs. So the whole kind of system is undergoing some very significant changes.

Mr. Ford. Thank you very much, gentlemen.

We'll move on. Dr. DiBiaggio?

Mr. Ratchford. Mr. Chairman, he is the president-designate of the University of Connecticut. The State of Connecticut is proud. As a Member of Congress who attended the university, I am especially proud to have him.

[Prepared testimony of John DiBiaggio and attachments follow:]

The University of Connecticut Health Center

TESTIMONY OF JOHN DI BIAGGIO, D.D.S., M.A., VICE PRESIDENT FOR HEALTH AFFAIRS, APRIL 27, 1979, BEFORE THE SUBCOMMITTEE ON POSTSECONDARY EDUCATION OF THE COMMITTEE ON EDUCATION AND LABOR, HOUSE OF REPRESENTATIVES, CONGRESS OF THE UNITED STATES

Chairman Ford and Committee Members: I am most pleased to testify on behalf of the University of Connecticut in support of the reauthorization of Title I of the Higher Education Act. In our opinion, these funds should continue since they have had a very substantial impact on providing services to the citizens of Connecticut. The University of Connecticut is a land grant college, with a long history of public service The University's early commitment was primarily to rural communities. However, in recent years it has redirected its efforts towards meeting the problems of urban center.

Title I has provided us with unique opportunities to undertake a rather broad range of activities specifically oriented to community needs. As you will note from the attached list of grants awarded to our institution under this title, these funds have been utilized to support a diverse group of projects since 1966. The total amount received by the University is the largest awarded to any institution in the state. Eleven different schools and institutes, as well as the John Dempsey Hospital, have been engaged in this effort.

It would be altogether too time consuming to discuss each of the projects on the list. However, it might be interesting to focus on a few currently underway.

For instance, one project educates the Hispanic population of Meriden on the need for blood services in the community and promotes participation of that population both as donors and recruiters of donors. The program has resulted in a very successful blood mobile collection in February of this year. Of the 83 donors who contributed, half were new. An additional 27 individuals participated as volunteers. Plans are currently underway to expand this effort in the future. Interestingly, the program has not only increased the availability of much needed blood, but has also served to build interest in volunteerism in the Hispanic community. We have attached a recent report of the project and we understand that it will be discussed in detail this afternoon in Waterbury.

Another program based in Stamford has applied horticulture as a rehabilitation technique. In this program, individuals now involved in rehabilitation receive training in horticulture from our staff at the Bartlett Arboretum. They use these new found skills in helping the disabled and the disadvantaged to return to meaningful roles in society. Interestingly, more applications were received than places were available both times that the program has been offered.

Twenty of our 29 projects have provided training or educational programs for the disadvantaged and minority communities, in areas such as nutrition, consumer education, and community health. Many of these programs have been bilingual in nature and have taken advantage of the great advances in media technology, including public and cable television. I would refer you to the attached memorandum from Dr. Elsie Fetterman and Cathy Corcoran, of our extension service, for more detailed information on these particular projects.

The educational expertise housed in the University has been made available to the community in other ways through Title I funding. For instance, our School of Pharmacy has conducted a program to provide information to secondary school teachers in the use and abuse of drugs and other controlled substances. This has permitted the teachers to more intelligently discuss this very timely topic with their students.

Finally, the recent emphasis on adult education in the program criteria is most welcome. The University is firmly committed to responding to this new and growing constituency with its own very special needs. Certainly, effective adult education will require considerable innovation, both in course flexibility and content. Unfortunately, funds are simply not available at this time for such innovation unless they are provided through a mechanism such as Title I.

We would caution against a growing trend that we have detected towards support of larger numbers of grants at lower funding levels, which is in significant contrast to the 1966 through 1969 period. Such a change does have merit in terms of support of seed projects. However, national patterns of fiscal constraint have created an atmosphere of mitigating against continuing support of such programs on the state level so that program continuity could be lost. Should this occur, particularly in the areas of disadvantaged and minority programs, initial expectations could give way to feelings of frustration and a growing level of cynicism. Therefore, in what is already a tight budget year, we only hope that these funds will not be reduced or eliminated; in fact, we would hope that they might be increased. On the other hand, any program, including Title I, can be improved. For instance, simplification of the bureaucratic requirements under this title would be very helpful.

Finally, we believe that this program gains from the diversity of both private and public institutions competing for the available funds. Therefore, we would strongly support the continuation of this policy, which in our opinion is in the best interest of the public we serve.

GRANTS AWARDED BY THE CONNECTICUT BOARD OF HIGHER EDUCATION UNDER TITLE I-A OF THE HIGHER EDUCATION ACT, 1966-78

UNIVERSITY OF CONNECTICUT

Project No.	Project title	Director	Federal dollars
78-120-008	Consumer education for service providers	Elsie Fetterman	$18,850.00
78-120-009	Community blood program	Edward Morse	14,000.00
77-120-009	Nutritional education for home health aides	Cynthia Adams	12,505.00
77-120-013	Educational empowerment for the lower level management female.	Darwin Close	10,134.00
76-120-010	Utilization of horticulture in the rehabilitation of the disabled/disadvantaged (II).	Edward Duda	15,101.00
76-120-009	Consumer education and protection	Elsie Fetterman	21,372.00
75-120-009	Making cable work—A program for citizen advisory councils.	George Murray	12,240.00
74-120-004	Consumer quiz show to teach money management	Elsie Fetterman	21,800.00
74-120-005	New towns and conventry	Morton Tenzer	5,160.00
74-120-008	Recruitment of disadvantaged students for careers in Engineering.	Stephen Rice	20,280.00
74-120-009	Use of horticulture in the rehabilitation of the disabled/disadvantaged.	Edward Duda	18,607.00
74-120-014	Regional training center for specialization in human services-continuation.	Rigmore Amundsson	1,000.00
73-120-008	Bilingual consumer health education program	Kenneth Speranza	24,028.00
73-120-009	Regional training center for specialization in human services.	Rigmore Amundsson	22,532.00
73-120-010	Program for paraprofessional trainers	Robert Cummings	10,000.00
72-120-011	Consumer education in Spanish via Connecticut public television.	Elsie Fetterman	20,000.00
71-120-014	Consumer education through public television for the disadvantaged.	do	19,000.00
70-120-011	Drug education in public institutions	Karl Nieforth	4,907.33
70-120-012	An exploration of employment practices, training, and aspirations of auxiliary workers in home economics for the development of new career ladders.	Doris Lane	7,024.00
69-120-008	Community health aides in the north end	John Ives	26,000.00
69-120-009	Training consumer education community development leaders in the use of credit through closed-circuit TV.	Elsie Fetterman	12,179.00
69-120-010	Drug abuse education for secondary school teachers	Karl Nieforth	5,050.00
69-120-021	Part-time education program for volunteer and employed disadvantaged persons serving in programs in urban areas.	Werner Lutz	21,378.35
68-120-004	Workshop in family financial counseling	Fred Waddell	1,986.00
68-120-010	Community guidance center for women	Elizabeth Rober	22,277.42
68-120-011	Educating urban managers and leaders in technological developments.	Myron Weiner	19,027.00
67-120-007	Exploratory program in the use of indigenous leaders as program assistants to conduct educational programs in family living in the inner city.	Noreen Ray	24,041.09
66-120-006	Identification of community problems of poverty, health, government and land use.	Henry Hansen	5,002.29
66-120-008	Municipal information technology program	Myron Weiner	114,046.71
	Total		529,528.19

COMMUNITY SERVICE THROUGH THE COMMUNITY BLOOD PROGRAM

P.I.: Edward E. Morse, M.D., U-Conn Health Center.
Outreach worker: Gloria Perez.
Project participants: Alfred Katz, M.D., Director C.R.C.B.S.; Barbara Steinfeld, Administrative Assistant; Chip Caton, Assistant Director Blood Donor Recruitment Services.

This project is designed to educate a minority population to the need for blood services in the community and to provide an outreach to the minority population to recruit blood donors through the cooperative efforts of the University of Connecticut School of Medicine and the Connecticut Red Cross Blood Services.

The outreach worker, Gloria Perez, a Hispanic, hospital nutrition assistant' was employed on October 15, 1978, and was started in an orientation program consisting of reading the many brochures describing Red Cross functions in the community and educational opportunities in blood services, disaster, and health services, seminars with blood services consultants, films on various aspects of Red Cross, observing on blood mobile operations, and day to day working with the Red Cross Blood Center personnel and the Meriden Chapter personnel to become introduced to the Hispanic community there.

Following 8 weeks of blood services education and orientation Ms. Perez functioned as an instructor and blood services recruitment coordinator in the Meriden area to educate the Hispanic community and to recruit blood donors and bloodmobile volunteers for a successful bloodmobile collection on February 5, 1979. Eighty-three donors presented of which, one-half were first time donors, and 67 pints of blood were collected. Twenty-seven other volunteers participated in the bloodmobile supporting services with high morale and excellent publicity.

Ms. Perez has been very active in personal contact with blood donors, in developing an education program in the Hispanic community and in broad based public relations through the media. Her approach through the Community Action Agency led to meeting people from the Mills Apartment Complex where, for example, she discussed the blood program activities with 65 people and showed a film in Spanish about the community blood services. She provided a 30 minute radio program in Spanish, hosted by Father Las Erás, Community Forum Program to educate the Hispanic listeners about the blood services. She has provided columns in Spanish newspapers and has worked with churches, the Y.W.C.A., the Farm Workers Union, and Legal Aid to provide information and recruiting activities within the Hispanic community.

This appears to be a highly successful utilization of Title I funds from the Board of Higher Education to employ a female minority Hispanic outreach worker, to train her in education techniques and blood donor recruitment activities, and to send her into the Hispanic community in Meriden to establish an education and blood donor recruitment service which thus far has produced a successful bloodmobile, a dozen well attended seminars in community facilities and churches and the appointment of the outreach worker, Ms. Perez, to the board of directors of the Meriden Y.W.C.A. and to LaCasa Boricua, an organization of Spanish professionals.

Future plans include expansion of the program to Spanish tours of the Blood Center in Farmington, another Hispanic bloodmobile April 28, 1979, at the Latin American Club in Meriden with former donors bringing with them new recruits, an approach to the high school system through Spanish speaking clubs and the bilingual program at both Platt and Maloney High Schools, a potential for developing Spanish first aid and health courses for the community through Red Cross multimedia programs in Spanish. Long range plans include expansion of the educational and recruiting effort to other minority communities in the state with support from the Connecticut Red Cross and other community groups.

COOPERATIVE EXTENSION SERVICE,
THE UNIVERSITY OF CONNECTICUT,
Storrs, Connecticut, April 19, 1979.

To: Phyllis Lary, staff associate, Federal programs.
From: Dr. Elsie Fetterman and Cathy Corcoran.
Re: Congressional field hearings testimony on title I–A, April 27, 1979.

We have been asked to testify on the impact that Title I–A funding has had on Higher Education. Since 1969, I have been awarded six Grants under Title I–A of the Higher Education Act for a total of $112,851. The overall impact in continuing these funds for the Title I–A program would be even in substantially more numbers as we now have a greater concern for all age levels, especially Senior Citizens whose population has increased considerably over the past few years.

With the ever increasing inflationary trend and the energy problems facing the nation it is essential that consumerism be brought to as many people through as broad a media as possible, preferably in a medium whereby they can learn at home.

From the cradle to the grave, nearly that total population at some point in time has a credit problem. We are a nation of plastic money and this creates problems. Laws regarding credit and many other consumer issues have been passed to aid the individual in solving his problems, however, a law on the books does not mean the general population understands their rights and responsibilities and redress mechanisms.

Federal funds are very necessary to keep this type of program alive. If this program were to stop now when our work is incomplete, it would mean we have wasted previous funding. The information already learned would no longer be desseminated for there would be no one to train others.

You will note in the paragraphs that follow, we emphasize the multiplier effect to have trained at a minimum of 10 million individuals over the years and currently with the present grant have affected 10,000 people. So we believe it is in the best interests of Connecticut and the other forty-nine states to continue to develop intelligent consumers and the Federal funds are certainly a viable avenue.

69-120-009 Training Consumer Education Community Development Leaders in the Use of Credit through Closed-Circuit TV. Under this Grant 100 Consumer Education community people were trained.

71-120-014 Consumer Education Through Public Television for the Disadvantaged. This grant helped produce a series of five films each one dealing with a separate topic. These topics included: Buying Food, Buying a Used Car, Credit, Food Stamps, and Making My Money Stretch These films and corresponding workshops were aimed to educate the disadvantaged.

72-120-011 Consumer Education in Spanish via Connecticut Public Television. In an effort to reach the Spanish speaking disadvantaged, two films were produced in Spanish. One dealt with Door to Door Selling the other with Warranties.

74-120-004 Consumer Quiz Show to Teach Money Management. In addition to the television impact from this Grant, the films were made available for a low rental fee to agencies working with the disadvantages.

76-120-009 Consumer Education and Protection. Under this Grant, teaching mechanisms were made available to all agencies in addition to secondary and post-secondary schools. These included films and booklets to go along with the films. Topics covered included: Advertising, Car Repair, Credit, Mail Order and Warranties.

78-120-088 Consumer Education for Service Providers. The present Grant has allowed a series of Fect Sheets to be produced. These Fact Sheets pertain to Car Repair, Consumer Agencies, Credit, Door to Door Selling, Food Issues, Funerals, Mail Order, Patient's Rights, Tenant/Landlord Problems and Warranties.

During the period of each of these grants, Dr. Fetterman also did Workshops and training sessions for a total of over 7,000 groups. Total multiplier effect of all these grants is well over five million people. This has encompassed the entire northeast region as well as the State of Connecticut.

Publications and films are still available and still viable with updating being done under the present grant on Social Security, Food Stamps and Estate Planning

Evaluations over the years of these Grants and present evaluations indicate not only many were trained but used the information and continue to do so.

STATEMENT OF JOHN DiBIAGGIO, D.D.S., M.A., VICE PRESIDENT FOR HEALTH AFFAIRS, UNIVERSITY OF CONNECTICUT, ACCOMPANIED BY STEWART WILSON, VICE PRESIDENT FOR RESEARCH, UNIVERSITY OF CONNECTICUT

Dr. DiBiaggio. Thank you, Mr. Chairman, Mr. Ratchford, staff members. Before I begin, Mr. Ford, I might point out that I am a transplanted Michigander. I furthermore, had the dubious distinction of spending 3 hours in the Detroit airport late Friday evening, trying to get to Minneapolis.

Mr. Ford. Let me hasten to point out that that is in the exact geographic center of my congressional district. It's never a dubious pleasure to spend time there.

Dr. DiBiaggio. You should know there wasn't a restaurant open in the terminal and I hadn't eaten since lunch. However, I feel somewhat vindicated by the problems you had yesterday evening. I might also add that the last visitor from Michigan named Ford was treated with a bit more deference.

I am most pleased to testify on behalf of the University of Connecticut in support of the reauthorization of title I of the Higher Education Act. I would ask that copies of my statement be distributed.

Mr. Ford. Without objection your statement will be inserted in full at this point in the record.

Dr. DiBiaggio. Of course, we are interested in this particular title. We are a land-grant college with a long history of public service. Like all land-grant colleges, our initial commitment was to rural communities. However, in recent years, we have redirected our efforts toward meeting the problems of urban centers.

Title I has provided us with unique opportunities to undertake a rather broad range of activities specifically oriented to community needs. As you will note from the attached list of all the grants awarded to our institution under this title, we have used these funds to support a diverse group of projects since 1966. The total amount received by the university under this title is the largest awarded to any single institution in the State. Eleven different schools and institutes, as well as the John Dempsey Hospital, have been engaged in this effort.

It would be altogether too time-consuming to cover each of the projects on the list. But I would like to focus on a few that are currently underway.

For instance, one very interesting project educates the Hispanic population in Meriden on the need for blood services in the community, promoting participation of that population both as donors and recruiters of donors. The program has resulted in a very successful bloodmobile collection in February of this year. Of the 83 donors who contributed, half were new. An additional 27 participated in the recruitment process. That may be more important than the donation of the blood itself, because we are developing a community interest in volunteerism, which we have not had in the Hispanic community in the past. We have attached a recent report on the project, which you will hear more about this afternoon in Waterbury.

Another program, based in Stamford, has applied horticulture as a rehabilitation technique. We train rehabilitation counselors in horticulture, who then use these new-found skills in helping bring people back into the marketplace.

Twenty of our twenty-nine projects have provided training or educational programs for the disadvantaged and minority communities, including such areas as nutrition, consumer education, and community health. Many of these programs are bilingual in nature and have taken advantage of various communication media, including public and cable television. I refer you to the attached memo from Dr. Elsie Fetterman and Cathy Corcoran of our Extension Service for more detailed information on these particular projects.

Mr. Ford. Without objection, the two attachments to your format statement, the first being a memo from outreach worker Gloria Perez the second being a memo from Dr. Elsie Fetterman and Cathy Corcoran, will be inserted in the record with your formal statement.

You may proceed further.

Dr. DiBiaggio. Thank you, sir.

The educational expertise based at the University has been made available to the community in other ways through title I funding. For instance, our school of pharmacy has conducted a program to provide information to secondary school teachers in the use and abuse of drugs and other controlled substances. This has permitted the teachers to discuss this very timely topic with their students in a more intelligent manner.

Furthermore, as I believe Dr. Usdan has indicated, our school of pharmacy recently received $19,430 under this title for a project to inform senior citizens on proper drug use.

Finally, the recent emphasis on adult learners that Dr. Usdan referred to in the program criteria is most welcome. The university is firmly committed to responding to this new and growing constituency with its own very special needs.

I might add, Congressman Ford, that in my early public statements as president-elect, I have heavily emphasized the fact that the university must now step outside of the boundaries of its main campus and dedicate a great deal more of its attention to adult and community-based education. That kind of education requires considerable innovation, both in course flexibility and content.

Again, parenthetically I might add that we have an interesting role model at the University of Michigan. At its Dearborn branch, the university has developed some rather imaginative programs for people in the work force. For instance, it has simplified the registration process and has instituted special ways in which individuals can qualify for credit, et cetera. I think those kinds of programs will expand in the future.

Unfortunately, funds are simply not available at this time for such innovation, unless they are provided through a mechanism such as title I. It was stated earlier that there might be other sources of such funds. That would be perfectly acceptable. However, there must be some Federal support, because our State, like all States, is facing severe fiscal constraints. This year we saw very minimal increases in our budget and even, in some instances, actual reductions from last year's budget.

We would caution against a growing trend that we have detected under this title toward support of larger numbers of grants at lower funding levels. This is in significant contrast, at least according to our data, to the 1966 through 1969 funding period. Such a change does have some merit in terms of the support of seed projects. However, national patterns of fiscal constraint have created an atmosphere mitigating against continuing support of such programs at the State level, so that program continuity may be lost. Should this occur, particularly in the areas of disadvantaged and minority programs, initial expectations could give way to feelings of frustration and a growing level of cynicism. Therefore, in what we believe is already a tight budget year, we only hope that these funds will not be reduced or eliminated. In fact, we would ask that they be increased, under this or some other Federal program.

On the other hand, I feel compelled to mention that this program, like all other Federal programs, could be improved. For instance, simplification of the bureaucratic requirements under this title would be very helpful to all of us.

Finally, we believe that this program gains from the diversity of both private and public institutions competing for available funds. Therefore, we would strongly support the continuation of that policy, which in our opinion is in the best interest of the public we serve.

I might invite our assistant vice president for research, Mr. Stuart Wilson, to join me so we might respond to your questions.

Mr. FORD. Thank you very much. On your list here I note that you have a variety of programs listed here. Just as a guess, how many of these programs would have been found at the university 15 years ago?

Dr. DIBIAGGIO. Not being here 15 years ago, I doubt very much that very many of them would have been. Would you agree, Stu?

Mr. WILSON. I think that's a correct statement. The Extension Service had been interested in consumer activities. But that probably would have been the limit of it.

Mr. FORD. The Extension Service, you're referring to programs funded because of your status as a land-grant college?

Mr. WILSON. Yes.

Mr. FORD. Which of course have to be divided between urban and rural interests. Is it then a fair statement that the existence of the impetus from your State department to this title I program has had some influence on directing resources of the university toward a wider variety of programs and community involvement in continuing education than might otherwise have happened?

Dr. DIBIAGGIO. I think that's a fair statement. In fact I think the institution has been stimulated by these programs to engage in these activities, as well as to discover that it can functionally do so at levels of academic performance exceptable to the university community. I think the traditional concerns expressed by universities regarding the quality of programs which might be offered in communities, vis-a-vis on the main campuses, has decreased somewhat. I think our faculty realize that these are indeed university level programs, just offered in another environment.

Mr. FORD. Mr. Ratchford?

Mr. RATCHFORD. Dr. DiBiaggio, does your view of the university of the future, or your dream, or your ideal contain within it a new expanded role for the senior citizen, the adult citizen, the person who is looking for a career change?

Dr. DIBIAGGIO. I think it is an absolute necessity. As Dr. Usdan has pointed out quite clearly, we are experiencing a shift in our student population. There is no question that there's a decrease in college bound 18-year-olds. At the same time, there is no apparent decrease in students attending college, which reflects that students are returning to college at an older age. In addition, in a high technology State such as ours, we have large numbers of individuals who are interested in advanced education, as well as spouses of those employees, who wish education both at the undergraduate and graduate level. I don't think we will have any problem with enrollments, just a change in the makeup of our student population.

Mr. RATCHFORD. Has this change occured both at the main branch of the University of Connecticut at Storrs and the branches? Or is this principally at the branches?

Dr. DIBIAGGIO. It is principally at the branches. I think the population at Storrs remains rather consistent. I would state, parenthetically, that we have seen an increase in applicants at the Storrs campus this year, which is somewhat surprising in light of the decrease in numbers of 18-year-olds. I think that reflects the fact that more and more people are finding it necessary to send their children to school in State because of the prohibitive cost of education out of State. So I think we are retaining some students we would have lost in the past.

Mr. Ratchford. I notice a special emphasis in your testimony on page 2 relating to the disadvantaged and minority community. In fact 20 of your 29 listed projects are in this area. Have you had an opportunity yet in your newly appointed role to examine some of these programs? Or have you had contact with them through your previous experience?

Dr. DiBiaggio. I've had much contact with them through my previous experience and some limited contact on a university-wide basis. The programs are rather exciting and very necessary.

Congressman Ford, as you may or may not be aware of, we have a rather large Hispanic population in Connecticut, a population that has grown rather substantially over the past decade and a population that has not been addressed adequately in terms of their needs. I think that we're beginning to do that now and effectively.

Yesterday I addressed a conference of some 200 Hispanic high school students, from around the State, whom we are trying to interest in higher education, at our institution, or any other institution in the State. This conference was enthusiastically received, and I think is a reflection of a changing attitude and evidence that, in fact, some of these programs are beginning to have an impact.

Mr. Ford. I would respond by saying that my first subcommittee chairmanship on Education and Labor was a committee called "Agricultural Labor." We wrote the present farm labor contract law, which some big growers in the West don't like too much. But during that period I served unofficially as a referee for the tobacco people, sugar people, labor people in Puerto Rico involving a question of rather substantial importation of labor that takes place or was taking place until fairly recently. I haven't been involved with it for several years. This was between Puerto Rico and Connecticut.

One interesting thing was that Connecticut probably was one of the best States in dealing with the problems they had. It was much better, I'm sorry to say, than Michigan. For example, it was one of the only places in which health coverage was offered with the use of local resources in agriculture, which speaks very well of them here.

But I gather now that there is very substantial movement in and out that doesn't take place in a formalized way, people who have become accustomed to coming here at the appropriate times of the year when employment is available and moving on to other parts of the mainland and sometimes returning to Puerto Rico.

Dr. DiBiaggio. We have a substantial population now that is permanently based here and that does not migrate, particularly in the Hartford area and New Britain.

Mr. Ratchford. You expressed a concern about the size of some of the grants. Is the concern that the small grants would be easily subject to cuts when it comes time for budget cutting?

Dr. DiBiaggio. Our concern is that if the funds are distributed too broadly, if the grants are kept very small, they will not be adequate to fund meaningful projects. What often occurs is considerable frustration in trying to achieve an objective with limited funds. We think it's more appropriate to award at least an adequate amount of dollars for a project so it can be carried out as proposed.

Mr. RATCHFORD. I know you will be discussing this during the year. I hope that as experience develops you will take an opportunity, which is open further to you, to comment further on this subject.

I have no further questions.

Mr. FORD. Thank you very much, gentlemen.

I would like now to call on David D. Komisar, provost, University of Hartford, also speaking for the Connecticut Association of Independent Colleges and Universities.

STATEMENT OF DAVID D. KOMISAR, PROVOST, UNIVERSITY OF HARTFORD, CONNECTICUT ASSOCIATION OF INDEPENDENT COLLEGES AND UNIVERSITIES, ACCOMPANIED BY ANTHONY GIORGIO

Mr. KOMISAR. Thank you. I don't have a formal statement. If you don't mind, I'd like to introduce myself. I am the chief academic officer of the University of Hartford. But I think I have some background in this field. I've been a counselor and I've headed up VA training programs and placement. I've done research for HEW on vocational rehabilitation here and abroad to try to increase the opportunities for livelihood for handicapped people and people of all difficulties and vocational problems. My field is psychology and rehabilitation counseling.

I'm really speaking on title I–B here. I've read the act. I understand that it's never been funded in terms of the lifelong learning aspect of the act. One of the reasons, possibly, is that it's so comprehensive it must frighten anybody that reads through the first page. There are a number of good things it says.

Pardon?

Mr. RATCHFORD. I asked him if he wrote that.

Mr. FORD. It was something Fritz Mondale put in as a member of the Education Committee on the Senate side. It came into law in 1976, and he got busy in 1976 doing something else.

Mr. KOMISAR. I realize that it's comprehensive.

Mr. FORD. Now Fritz is up there in the budget bureau saving money. He used to be a big spender.

Mr. KOMISAR. I must say when you read the thing it's a summary of all the ideas you can push together. I think one of the difficulties with it is the attempt to be so comprehensive that it is meant not to displease anybody. I feel that it needs something that was mentioned in another part of the testimony. There has to be coordination and understanding and priorities set. Also, in my view, a reexamination of the other sources of funding is required to see if they can be eased or changed or unblocked so that the target populations such as the aged, housewives seeking a second career, or the veteran under VA benefits can gain greater access. I understand the need for matriculation but could it not be reexamined so veterans wouldn't have to be matriculated from the beginning under the GI bill in order to start on a parttime basis to achieve some of the objectives of this act.

Title 20 and the way it helps people who are delivering social work to the community has done training which can be covered under this comprehensive act. You have the act for older Americans which has provisions that are duplicated in Title I–B. You have CETA programs also. As you go through the list you see a number of programs that relate to what's written here lodged under other pieces of legislation and administrative bodies.

My thinking is if you get the people together, including the industry training people who do about 40 percent of the training and education in the United States; the financial officers of the universities; and the experts in these various programs, all could gain something. I'm sure they would cooperate in saying what they're doing under this act, and if they unblocked it so that provisions would permit continuing education for these target groups, then this act could serve more people of the kind that this committee wants rather than ask for a new bureaucracy, more funds, in these difficult, difficult times.

I do feel as you go through the various acts, the BEOG funds for students, and see how they act in terms of the part-time learner, the older adult, et cetera, one can ask if they are flexible enough? I know that you've been working on the independent student. That I think is a change for the better. But there may be a few provisions in that law and some extra funding with the kind of bureaucracy already in place, not paid for really by the Federal Government, but paid for by the individual institutions.

We have a very fine financial aid officer who could tell how the act could be helpful to these target groups without any additional bureaucracy and no additional help on campus.

I must say that the University of Hartford is not just coming lately to the part-time learner, lifetime learning scene. We started about 100 years ago. Most of our history has been for the adult learner. We became a university in 1957. But Hillyer College, which was the originial unit, had four times as many part-time students as full-time students and served before the community colleges were around, served before the State colleges were made into comprehensive colleges.

We've been serving the adult learner, the older adult, for many, many years. Our enrollment in part-time learners has been going up and so is our full time. Incidentally, with the 18-year-olds, the crunch really comes in a couple of years. But it will come. I don't think that's the reason we should be getting into this field. It has always been important. To my mind changing careers in this country, changing social patterns with the women going back to work, and the older adult needs would justify it, regardless of what happened to the 18-year-olds.

I don't see money coming to—I hope this isn't heresay—us from the Federal Government because our enrollment would be dropping 5 years from now. That would not be a good reason for us to get money. But I do feel, and feel very strongly, that with the examination of existing acts, and perhaps better funding for them, we can reach these target populations without putting up a new bureaucracy.

All my life I've been concerned with vocational rehabilitation, extending vocational opportunities to people who are seeking employment or not employed, who need some help. I can give you all sorts of examples of people who are mildly retarded. I've seen setups where after 1 or 2 years in the field, these individuals produced incomes where the withholding tax more than paid for the program. This was in addition to the earnings of these people and the stability, the self-confidence, and the self-image that comes from being employed. I think it's something to think about in the entire lifespan of the individual.

As I said, I have no formal presentation. But I like to be called on for questioning. We do have some programs that we might discuss if you asked.

Mr. **Ford**. I have a couple of questions for you. The first one is because you are speaking for the Connecticut Association of Independent Colleges and Universities. This program funds a State higher education agency to do particular kinds of things, coordinating activity of educational institutions. How do your private institutions in fact mechanically interact with this agency to have any impact on what the State plan for the use of these resources is? How do you influence that decision? Not specifically, but what's the mechanical process [illegible] independent colleges and universities participate in making policies?

Mr. **Komisar**. In this particular act? Or in general?

Mr. **Ford**. In general.

Mr. **Komisar**. In general there have been members of the independent colleges on planning groups and on coordinating groups. In this particular act I believe there's a gentleman from Yale who sits on the committee. Am I right, people behind me? There's somebody from Yale on the committee?

I think we depend not so much on the numbers we have, representing 19 colleges, but on the caliber of input and a history of dealing with these problems, and our close relationship. This is not a huge State. We do know the people in higher education.

I am not saying this would be true in other States. I'm saying in Connecticut we can work together. We have our concerns. I listened to the future head of the University of Connecticut. I think that's one of the best appointments ever made in this State. I was a little worried when he said he's increasing in an area we've been in a long time. I hope he doesn't mean he's going to try to take students away who have already been paid for by the richest companies in Connecticut. We're looking out for the minorities and other people who don't have the funds. They need some help for part-time education. I'm all for that.

Mr. **Ford**. Your university just happens to fall within the definition of an urban grant university in the meaning of our intended add on to title I. Have you looked at that act?

Mr. **Komisar**. Yes.

Mr. **Ford**. At the proposal, rather. It isn't an act. We hope this is going to be.

Mr. **Komisar**. I discussed this with my associate, the head of all the adult training programs at the University of Hartford, Mr. Anthony Giorgio.

Mr. **Ford**. Anthony Giorgio. Have you had an opportunity to look at the proposal we have pending before us for the so-called urban grant university?

Mr. **Giorgio**. No, I haven't, Mr. Chairman. I've just recently been made aware of it. However I have, I hope, a copy of the proposal so that we can study it.

Mr. **Ford**. We've had opinions around the country on it and tried to get a geographical pattern established. We've been in Wichita, Kans., Birmingham, Ala., San Francisco, Detroit, and New York, trying to develop a feel for the universality of this application. For obvious political reasons, you don't pass anything in the other body that leaves out too many States.

But we'd like to ask you if you would. And we can supply you with the hearings as well as the language to submit on behalf of your institution, something for this record, to indicate how you perceive the application of that act.

Mr. **Giorgio**. We would appreciate receiving it. I have had the opportunity to discuss it verbally. From what I understand it addresses many of the issues that we as an urban institution are currently attempting to deal with from somewhat of a Band-Aid point of view, not from the act's point of view. We've just recently been awarded a rather significant grant from the National Endowment on Humanities to deal with some of the issues of the city and the suburbs.

We feel that many of the issues that confront urban communities can perhaps be dealt with very effectively by urban institutions, particularly if one looks at the aspect of research and also the aspect of adult and continuing education. Part of our delivery system with the NEH grant is addressing the training of community leaders so they can become more articulate in understanding the problems and issues.

I'd be very anxious and most willing to comment to you directly.

Mr. **Ford**. If you'd like to have them in order to prepare, we can give you a printed copy of the hearings from 1977–78, held in other parts of the country. It gives you a kind of flavor for the questions that have been asked in other parts of the country.

Mr. **Giorgio**. Fine.

Mr. **Ford**. We'd appreciate having your comments as part of the record because we didn't have hearings up in this area.

Mr. **Giorgio**. Excellent. We can do that for you.

Mr. **Ford**. With respect to what you said, Mr. Komisar, about the gathering together of the information with respect to all of these programs, last year we did fund at a very small level a program for the establishment of education information centers. It gave every State a minimum of $49,000 to establish such a center. Does Connecticut have one?

Ms. **Lary**. I can speak to that. Yes; we are in the planning and just-about-to-implement stage and a cosponsoring project with Charley Duffy's office of policy and management.

Mr. **Giorgio**. Mr. Chairman, if you'll allow me another observation, we have in Connecticut somewhat unilaterally been working very closely as independent and tax-supported institutions for common approaches to solving those problems. We've engaged in a number of joint-resource-supported programs. One of the advantages of title I-a is that it has allowed for a partnership between the independent and tax-supported sector in solving some of these problems. We have found through that vehicle as well as through operational associations that we are beginning to get some very effective solutions in a period when resources for all of us are declining. We feel very strongly about a continuation.

I think Dr. Komisar's reference to pulling pieces together as an economist makes an awful lot of sense to me. When one starts talking about efficiencies, I think we have been more effective in that than some of the larger States have been.

Mr. KOMISAR. There are two levels, sir. I was thinking of the Federal level where there is an examination of existing law and I commented on that. But there is the other level on the State. Certainly in a State such as Connecticut we are able to work together to identify our needs, which may not be the same as in other States. With cooperation the existing laws that funnel money into programs can then be coordinated at the State level to meet the existing and changing needs of the population. Population changes and growth is not the same State by State. Nor are economic conditions the same. Nor are continuing education needs the same. In general, you may make statements about the 50 States. But specifically they are different, let's say, in Florida or in Arizona, than they would be in Michigan or in Connecticut, and the State planning must go on.

But the Federal people can unblock, not the redtape, but those little features—and they are tiny little features—and there is no sense going into them at this point in various laws which prevent meeting the needs of these target populations in an otherwise fine law which meets many, many needs. But with slight alterations in funding money could go to the target groups indicated here for the reasons indicated above. And that to me is saving a lot money and keeping the right balance of control at the Federal and the State.

Mr. FORD. Thank you very much.

Mr. Ratchford?

Mr. RATCHFORD. No questions.

Mr. FORD. Thank you, gentlemen, for your contributions.

I would like to call Mr. Thomas Furtado, manpower development coordinator for Pratt and Whitney Aircraft Group, East Hartford, Conn., and James Tatro, dean of community services, Manchester Community College, Manchester, Conn. If you gentlemen would come forward and take a seat.

Mr. Tatro has a prepared statement. Without objection the prepared statement submitted by Mr. Tatro as dean of community services at Manchester Community College will be inserted in full at this point in the record, and you may proceed to add to it, supplement it, or comment on it as you deem appropriate.

[Prepared statement of James Tatro follows:]

PREPARED STATEMENT OF JAMES TATRO, DEAN OF COMMUNITY SERVICES, MANCHESTER COMMUNITY COLLEGE, MANCHESTER, CONN.

Manchester Community College has been the recipient of seventeen Title I–A grants since 1967 including one recently awarded. I have been associated in a supervisory role with ten of the sixteen completed projects and will, therefore, confine my remarks to those projects. Three of the ten projects produced programs which in one form or another continue to function even though Manchester Community College is no longer associated with them. These projects included the first college courses to be offered to inmates of a maximum security correctional instution in the State of Connecticut beginning in 1970. The program for inmates continued with Manchester Community College involvement after the conclusion of the Title I grant until another community college was established much closer to the prison. It is my understanding that a program of college instruction for inmates continues to this day.

A Title I-A grant permitted the establishment of the Educational Center for Human Development to operate as an experimental consortium for early childhood education which was to serve a community college, a state college, and three independent colleges. Although the implications of the consortium would not long survive the project, and although the Educational Center for Human Development no longer has any official connection with Manchester Community College, the Education Center continues as a viable independent educational agency some eight years later.

The Model Cities Career Counseling and In-Service Training Institute provided a highly successful program of individual career and academic counseling funded by a Title I grant and coupled with funds to support individual educational programs for Hartford Model Neighborhood residents. The project continued after Title I-A funding but Manchester Community College involvement ended with the demise of the Hartford Model Cities program. The Training Institute survived however and, after several administrative shifts, still operates within the structure of Greater Hartford Community College.

Two other projects were designed as one-time programs and, if successful, would not need to be continued on an on-going basis to achieve their objectives. Manchester Community College worked closely with the Department on Aging to deliver the legislatively mandated Patient Advocate Training project.

The Squire Village Family Life Program was a program to provide needed community organization to a low and moderate income apartment complex near the College campus. The project also provided impetus to existing town and other local non-profit agencies to provide much greater access to their services to residents of Squire Village. On balance, the program was an overwhelming success, but because the program was either underfunded (and therefore understaffed) or too short in duration or both, the project came to an end before all of its goals were fulfilled.

The remaining five projects taken together exemplify the strengths and the weaknesses of Title I-A at least as it has been our experience.

Perhaps our most successful Title I-A project was that entitled "Training Programs with Business and Industry" which began in 1977. Prior to the start of this project we had developed a cooperative educational association with Pratt and Whitney Aircraft Group of United Technologies Corporation. Thanks to the forward looking educational posture of Mr. Furtado and his colleagues at Pratt and Whitney, Manchester Community College had agreed to evaluate for college credit the training which Pratt and Whitney provided to its employees as part of three different apprentice programs. After an extensive review of these programs, our faculty readily agreed to awarding thirty credits for completion of these programs. In addition, the College agreed to provide on-site additional, more "traditional" courses, which would provide the remaining thirty credits required for the awarding of the associates degree. The Title I-A grant enabled the College to provide to Pratt and Whitney student-employees academic counseling and other student services. It also enabled the College to explore with other major employers in the Greater Hartford area similar kinds of programs which would enable employees to combine college level educational programs provided by or through their employer with more traditional courses delivered to their place of employment by the College. As a result of this project Manchester Community College has entered into cooperative programs with Connecticut General Life Insurance Company, Connecticut Mutual Life Insurance Company, Aetna Life and Casualty Insurance Company and the Hartford Chapter of the American Institute of Banking.

In addition, the relationship established by the College and Pratt and Whitney Aircraft has continued to expand and has proven mutually beneficial to both parties. New courses developed by the College at the request of the Company have provided valuable additions to the curriculum of the College, useable on the campus and in other off-campus sites. Furthermore, the stimulating nature of this association continues. I spent yesterday afternoon discussing with the Supervisor of Management Education the implementation of the fall 1979 Course by Newspaper program through the Company newspaper and on-site for employees. Both the inclusion of the Course by Newspaper in a company newspaper and the offering of such a course on-site to employees would be firsts for this national program administered by the University of California at San Diego. The benefits to the College, to the State of Connecticut and to the United States which resulted from this project exceeded many times over the federal dollars expended on the project. When unnecessary duplication of instruction, of facilities and equipment can be eliminated the resultant savings of public dollars are obvious. Equally important are the savings to individual students of time, money, and the tedium involved in unnecessarily repeating on a college campus material already mastered in previous instruction provided by the employer.

However, Manchester Community College was already committed to pursuing the objectives of this particular project before it applied for the Title I–A grant. The Title I–A grant significantly enhanced its ability to do so. The College has continued to be in a position of exploring new outgrowths of the project only because the costs are being primarily borne by companies like Pratt and Whitney Aircraft Group.

The other four projects, in many ways as significant (at least on the local level) as Training Programs with Business and Industry but are no longer in being. Although it was possible to sustain some portions of these programs for a while after funding expired, permanent funding has been unavailable for any of them. Since 1971 legislative appropriations for higher education in Connecticut have been virtually at no better than a constant level in terms of noninflated dollars. For all practical purposes new programs, no matter how worthy, have had very little chance of being implemented. Bringing in a new program has generally meant displacing an existing program. Given the funding approaches for higher education in this State, those programs which are not likely to produce high levels of full time equivalents (FTE) or student contact hours (SCH) cannot reasonably be expected to displace programs which do.

The first of these four programs, Pilot Program of Services to the Elderly, was designed to provide inservice education in gerontology for people providing services to the elderly. It has been possible to offer some of the courses which came out of this program on a limited basis. However, the degree program that was subsequently developed has for the past several years been one of the final casualties at times of budgetary adjustment each year.

The Pilot Program of Pre- and Post-Retirement Counseling, a 1974 project, generated very significant response and substantiated our contention that the problems of this long neglected area could be ameliorated through a college based counseling program. However, for reasons perhaps related to the taboos associated with retirement and the implications that retirement marks a significant step closer to death, we found that although sizable audiences were available for free programs when grant funded, there were very few if any takers when payment was required for similar activities or services. Admittedly, the climate may have improved in the past five years. However, in the meantime our program has become virtually dormant.

The 1975 Social Service Training for Spanish Speaking Paraprofessionals project conducted in cooperation with Catholic Family Services was developed to respond to the need for Spanish speaking persons in the human service agencies of the Greater Hartford area, an acute need given the size of the area's Hispanic minority population. The lack of Spanish speaking workers existed at all levels of employment. Although our program was geared to train paraprofessionals, educationally it provided upward mobility for Spanish speaking persons to pursue advanced levels of education. Those persons completing the program were highly successful in either gaining employment or continuing with their education. Despite the success of the program and the real need to which it was addressed, no permanent funding became available at the conclusion of the program. Various forms of temporary funding were pulled together for two more years but attempts for alternate sources of temporary funding for the current year and next year have proved fruitless.

The 1977 Career Training and Employment Information for Women project was designed to meet the needs of women preparing to enter or re-enter the job market. Even though an analogous program had existed at the Hartford College Career Counsiling Center for a number of years our program apparently touched a totally different population. The response to our program was more than twice as great as we had anticipated. Nevertheless, the bulk of the program expired with the expiration of Title I–A funds.

The Title I–A Program has, in our experience, proven a valuable Program to enable our College to respond to real community needs and has given us the resources to initiate or to make more effective these responses. However, because the basic paramenters of Title I–A have not changed and much of the rest of the environment in which public higher education exists has changed, especially in Connecticut, the value of the Program has dimished considerably. I would strongly urge the Subcommittee to support reauthorization of Title I but I feel that some modification is desirable in order to meet the original intent of the legislation.

I feel that some form of renewal funding for especially successful programs ought to be seriously considered even if total appropriations are unchanged and refunding of some projects precludes the funding of some new projects.

I would also urge you to consider a possible review of the present matching requirements and/or the formulae allowed for indirect costs. Certainly in the last few years we have felt ourselves at Manchester Community College increasingly restricted in even considering Title I–A applications because of the actual out-of-pocket costs involved. The scope of possible projects has been significantly narrowed to only those where another agency is prepared to provide the necessary matching costs for us. Such an approach is obviously not the best way to determine priorities.

In summary I feel that Title I has been an important program. Unfortunately it has been providing a less and less significant incentive for colleges to provide enduring service to our communities and to make the internal modifications of our institutions that might be necessary to provide such services.

Thank you for this opportunity to share our experiences with you.

Mr. Ford. We don't have a prepared statement from Mr. Furtado. But we will call on you for a statement before questions.

STATEMENT OF THOMAS FURTADO, MANPOWER DEVELOPMENT COORDINATOR, PRATT & WHITNEY AIRCRAFT GROUP, EAST HARTFORD, CONN., ACCOMPANIED BY JAMES TATRO, DEAN OF COMMUNITY SERVICES, MANCHESTER COMMUNITY COLLEGE, MANCHESTER, CONN.

Mr. Tatro. Mr. Chairman, Cungressman Ratchford, thank you for the opportunity to share some of our experiences with you today. Manchester Community College has been the recipient of some 17 title I grants since 1967, including one recently awarded that Commissioner Usdan announced this morning. As you will hear, certainly with Mr. Furtado's remarks, one of these has led us to significant involvement with a leading manufacturer for the airlines industry. Perhaps your comments this morning suggest a future involvement for us with the carriers and possible problem solution in that area.

Rather than speak in detail about any of these programs, the substance of which are summarized in my prepared statement, I would like to point out that the title I program, if the experience of one college can be generalized, has allowed a range of activity that I think points out the value of the program, even in a limited fashion, even with small grants.

Included in the projects that we have been involved in are projects that have sustained themselves long after our involvement was over. I cite as an example of that what was the first inmate instruction within the walls of a maximum correctional facility in New England back in 1970. Manchester Community College's involvement ceased when another community college was established some years later but the program continued. Another type of program is one which can meet specific needs in a limited period of time and which can meet the objectives and resolve the problem substantially within the time frame of the program.

These kinds of projects can be statewide. Congressman Ratchford certainly is familiar with the patient advocate program that the Manchester Community College conducted throughout the State of Connecticut. At the other end of the spectrum, perhaps, was a project that involved community organization, if you will, in the provision of or access to available services within a local community but which involved a single housing project, practically on the back doorstep of the college.

In other cases, particularly with regard to the project Mr. Furtado will speak to, the title I-a project led to relationships and developments that far exceed anyone's imagination when the project began. Benefits of this kind of project involved in terms of actual savings to the private business and commercial sector, the State, Federal Government, and individual employees of industry, individual students in time, money, effort, tedium, whatever, I think, far and away overshadow any amount spent.

I would echo remarks made by Dr. DiBiaggio earlier, concerning changes that would improve the program, changes that would perhaps take into account the changed environment in which higher education functions particularly in the State of Connecticut, and which would very much strengthen the program.

In our experience title I has proven a valuable program to enable our college to respond to real community needs and given us the resources to initiate or to make more effective response.

However, because the basic parameters of title I-a have not changed and most of the rest of the environment in which public higher education exists has changed, the value of the program I feel may have diminished considerably. I would strongly urge your subcommittee to support the reauthorization of title I. But I feel some modification is desirable to meet the original intent of the legislation.

I feel that some form of renewal funding, not necessarily just larger grants at the expense of smaller ones, but some grants that would extend over a period long enough to allow permanent funding to come into being. I feel we have engaged in very successful programs, very important programs, programs whose cost benefit is incontravertible but the permanent funding was not available when the project came to an end and unfortunately there was no Pratt and Whitney, no industrial sponsor in a position to provide the kind of support necessary.

I would also urge you to consider a possible review of some of the technical requirements, if you will, the matching requirements and/or the formula allowed for indirect costs. We have found ourselves recently at Manchester Community College, restricted even in our consideration of participation in title I-a despite our long and extensive involvement, because actual out-of-pocket costs involved, preclude consideration of projects that otherwise would be extremely worthwhile. The result has been that the scope of possible projects has been narrowed for us.

Thank you for allowing me to make this statement.

Mr. FORD. With respect to your statement, I understand the problem with respect to matching. It is always the same. In this case it's 25 percent more. But the second, the formula for indirect costs, what is the problem you have with the formula for indirect costs?

Mr. TATRO. The formula for indirect costs is 20 percent of total or 25 percent of personnel.

Mr. FORD. Is your difficulty with the statutory requirement with respect to indirect costs?

Mr. TATRO. We feel that it's insufficient, sir.

VOICE. It is a State issue. It's one of the guidelines issued by the agency here in the State which administers.

Mr. FORD. I appreciate that contribution because we're sitting here kind of puzzled by what we have done to cause that problem.

VOICE. You didn't do it. We did.

Mr. FORD. Once again we prove that the Federal Government is not the only place that has bureaucrats that cause problems.

VOICE. As a representative of bureaucrats in the State, I'll talk to Jim about it.

Mr. FORD. Mr. Furtado? Your name has already been taken in vain. Do you want to defend yourself?

Mr. FURTADO. Mr. Chairman, it is a pleasure for me to be here as a user and beneficiary of these programs. I believe I'm the only one to speak for those who have benefited from title I. I am manpower development coordinator for the State's largest employer, Pratt and Whitney Aircraft. There is a 90-percent chance if you came in here by plane that you came in on our engines. We are a high technology manufacturer, and we thrive on and live on higher education. The largest collection of working degrees in the State of Connecticut is neither Yale nor the University of Connecticut, but our East Hartford engineering department.

We also live on our craftsmen. We are a skills-oriented company. We cannot survive without these skills. Several years ago as a director of our tuition aid program it puzzled me that one of our most motivated and most selective groups, our apprentices, of which we run 300 at all times, were not taking advantage of our tuition aid program, which sponsors, to the tune of 75 percent of cost, programs at outlying institutions that lead to associate and bachelor degrees. I couldn't understand why this particular group wasn't using our tuition aid program.

I went out to the shop in 1974, did a little research. What I discovered was that most of them, in going to technical colleges, were finding that a high percentage of the curriculum duplicated what we were giving them internally and consequently were turned off by a process that required them to completely go over material that they already were competent in; second, those that went out to the community colleges to get a 2-year degree in general studies were finding a high percentage of the material duplicative of the education side of the training that we offered.

So in 1974 I went out to see this gentleman, Jim Tatro, 8 miles away, at our closest community college, and was fortunate to find a department of community services, and a gentleman with an open mind. Over a 2-year period we structured a program that combined 30 college credits awarded for our apprenticeship in those areas—trig, algebra, geometry, physics, metallurgy, machine shop work—that we could do best, and 30 college credits that we felt they could do best: Management, composition, technical writing, chemistry, et cetera.

The result of this collaboration was that from 12 young people in our apprenticeship attending community or technical colleges for an associate degree, in 1 year we went to 175 people taking courses on our premises, taught by Manchester faculty. We now have 334 people on our premises every semester taking courses by this institution's faculty. We have graduated 65 people with an associate degree. We have 7 other colleges awarding the same 30 credits, including the University of Hartford and Central Connecticut, which has now opened a 4-year degree for these young men.

We have done something innovative. We have done something that traditionally had not been done before. I think Michael Usdan's remarks this morning hit the heart of the matter, that essentially what Jim provided was seed money for a process that is going to be the process of the future, a process that recognizes that learning is lifelong, a process that recognizes that it doesn't have to take place on a campus a process that recognizes that credit can be given for other forms of learning, a process that opens avenues of education to people who hadn't even thought about it.

Three-hundred and thirty-four people are going to school today as a result of something that happened a few years ago. Seventy-five percent of them had never going to college before until this program opened up on our premises. A great many of them can't go unless it is opened to our premises. They have other problems, transportation and the like, that do not allow them to go.

I believe that title I funds were a primary cause of something like this. Many people are meeting the needs or their employer, their own needs, and the needs of the community. If they are doing all this, then there has got to be something good about it.

Mr. **Ford**. Thanks very much. That's one of the most eloquent spontaneous statements for any of our programs I've heard. I might observe to you that just yesterday General Motors' representative before the committee was talking about a similar program in connection with General Motors, located in my State, which involves at the present time about 1,000 students at that particular location. This involves two universities, one public, one private, in Detroit.

I think it was particularly thoughful of Congressman Ratchford to have you here as a spokesman for industry, because I believe it's important that people begin to understand what you obviously have grasped so very well with respect to the real role of education in our society.

What you have just said is really very exciting to many of us on this committee, because for a number of years it was heretical to say that in the presence of our "ivory tower" friends from the universities. There has been a change that some of them have recognized and others have not. It is very diffcult for any institution to change. It seems that churches can change faster than colleges in this country. They say it takes 50 years for an idea to get from a college campus, but I don't know how long it takes to get a good idea accepted at a college campus.

There is a very exciting change taking place and many people in business and industry are, as you obviously have, recognizing an opportunity to utilize these in a practical way.

We appreciate your statement and want you to know that the four characteristics you've just ticked off are going to be quoted over and over again. It's a great short description of what we really ought to be focusing on in the change in education. Believe me, there are not many professional educators in the country who can sit there and tick those four off, although none of them would disagree, if given an opportunity to discuss it.

Mr. Ratchford?

Mr. **Ratchford**. I too would agree as to the eloquence of the statement. I just wonder if your combined judgement is that there is a special role for either the community colleges or the technical schools or the branches in this process. You described the involvement of one sector of higher education. I wonder if you have a view that says that that sector is better equipped than some others to contend with and work with and utilize this section of the Higher Education Act.

Mr. Furtado. I'm not sure if it's better equipped. It's more receptive, I think, at this point. That's the issue. Prior to going out to Manchester, we took earlier other proposals of a similar type which would have awarded credit for programs of ours at 4-year institutions. I think 4-year institutions have a greater difficulty in recognizing that private employers can do a job of education and training and they are reluctant to award credits for the learning that takes place in business.

Yet they are perfectly equipped with staff and resources to open their doors to the employers of this State, and recognize and award credit for partial programs and create others in so doing. I think it's not a matter of resources or equipment, but attitude.

Mr. Ratchford. Do you find a changing attitude across this sector of higher education?

Mr. Furtado. Yes. I have been at this game now for about 9 years in my company, first as a tuition aid director, and now in manpower development. I find almost without exception there is a move in this direction, some quicker than others. I also find that institutions that several years ago wouldn't have looked at us are now receptive for cost reasons, for capacity reasons. That's OK. I don't care what their motivation is as long as we can offer programs to young people.

I think again Mike Usdan hit the nail on the head when he said this whole thing over the next 10 years is going to change. I believe we're headed for the most radical change in education, be it secondary, elementary, or postsecondary, in higher education, than we have seen in 50 years in this country. And I believe that employers in this country are going to play a role in it.

Mr. Ratchford. Do you find your employees more willing to take part in this type of education as opposed to the more traditional form?

Mr. Furtado. Yes; it's relevant. We are running at the present time 40 percent of our professional applicant recruitment flow in liberal arts graduates, who account for 3 percent of our hires. There is an irrelevance out there that has to be addressed. It's unfortunate that these people are out there with skills and education and yet cannot find jobs. Relevancy is the issue today in education.

Mr. Ratchford. In addition to relevancy do you find access to be a factor? For example, is it easier for your employees to participate onsite, if you will, than to contemplate the hassle of working an 8- or 9-hour day and then driving 20 or 30 miles to take courses?

Mr. Furtado. Yes; I believe it accounts for at least 40 percent of our enrollment.

Mr. Ratchford. Just one other note, Mr. Chairman. I know we're on a rather limited schedule. A sad commentary, I am told by one of the notes I just received, that there is some rather heavy flooding in the area we're headed toward in the fifth district as a result of this weather.

Mr. Ford. I hope that's not a pitch for Federal aid.

Mr. Ratchford. It's not. It may be.

Might you describe briefly for Congressman Ford the program that your institution participated in as it related to nursing homes?

Mr. TATRO. Mrs. Beverley Hounsell is the director of contract and grant programs at Manchester. I'd like to invite her to respond. She was closer to the project than I was.

Mr. RATCHFORD. It certainly was a key factor in improving the quality of care in Connecticut nursing homes. I think it would be relevant to the subcommittee and the totality of Congress.

Mrs. HOUNSELL. This was a project in which community colleges cooperated with several State agencies, the State department of health, the State department of mental health, the State department of mental retardation, and the State department on aging. At this time we were trying to launch a program which would help train what were called "patient advocates" which would be volunteers who visited nursing homes and found that the bill of rights in the nursing homes was being properly carried out and that patient care was being addressed properly.

What we did in cooperation with the various State agencies, we launched a program with seven community colleges involved in which we worked with these State agencies, and developed a training program for training the patient advocates in a cooperative program, and we trained that year, I believe, over 300 people who served as volunteers in nursing homes, and the program is going on. It has been slightly modified through the ombudsman's office now.

But it was this initial program that really got the subsequent program off the ground. It was one of the first times that I think possibly even in the country that title I money was used to launch a program that had so much cooperation with other agencies.

Mr. RATCHFORD. Congressman Ford, that's become the basis of our processing complaints at the level of the individual institutions. The facilities also provided education right at the nursing homes. There was an interest in continuing education on behalf of some of the residents in the nursing homes. Programs were taught right in the facilities themselves. To me this is the exciting aspect of education and also an extremely effective and good utilization of the taxpayers' funds.

Thank you.

Mr. FORD. Thank you very much.

We have just a few moments before we have to leave. If there is anyone in the audience that we haven't called upon that was scheduled that would either like to make a comment or submit his statement for the record or respond to anything heard this morning, please feel free to do so and the record will be open.

Really the determining factor is when we can get the administration to come in and tell us what they want to do. That appears to be something off in the summertime so there will be adequate time for anyone here to make a contribution to the record.

Does anyone want to say anything right now for the record? I'd be glad to call on them for a statement.

Mr. RATCHFORD. Let me just pause before we recognize anyone to indicate that we have received and we will submit for record purposes testimony from the following persons: Charles Webb, from Eastern Connecticut State College; Joe Lipp, from the University of Bridgeport; Dr. George O'Connell, for Labor Education Center, University of Connecticut; Phyllis Gelineau, Southern Connecticut State College; Ivan Backer, Director of Community Education, Trinity College; Dr. Robert Bersi, President, Western Connecticut State College; Dr. Elsie Fetterman and Cathy Corcoran, Cooperative Extension Service, University of Connecticut, and Dr. Henry Lee, University of New Haven.

In addition, this afternoon we will hear from approximately eight or nine witnesses when the hearing continues at Mattatuck Community College at 1:30.

I yield back.

Mr. FORD. Thank you.

Would you identify yourself for the record, please?

STATEMENT OF DAVID PINSKY, UNIVERSITY OF CONNECTICUT, LABOR EDUCATION CENTER

Mr. PINSKY. The Labor Education Center at the University was started in 1961. The center provides unionists with knowledge and skills and training necessary to participate effectively in bargaining and community affairs. Our purpose is to smooth labor relations, reduce or eliminate friction and lost time due to labor disputes, and to help the economy of the State.

In particular our center wishes to support the revised language of section 106, item 7, which states:

> Set forth policies and procedures for creating or expanding labor education training and technical assistance program in one or more institutions of higher education including the procedures to be used to develop cooperative arrangements for working at the State level of labor organizations to determine the specific nature and extent of the need for such services and assessing interest and relative capacity of postsecondary institutions in the State and to apply their resources to meet the research, training, and development needs of workers and of officers and members of labor organizations.

I would like to point out that the Federal Government through one form or another, title I, provides funds for business education, for agricultural education, for home economics education, and many other fields, but has never done anything for labor education. We feel that labor is a very important component of our overall economy. We strongly urge that labor education be included in a future bill.

We have more elaborate testimony on this from George O'Connell, our director, which is presented in his printed statement.

Mr. FORD. Thank you very much for calling this to our attention. We have similar recommendations coming from other parts of the country. So obviously there has been some communication from the school of labor and management at Wayne University.

Mr. PINSKY. Labor is a very large component and they've been neglected. I'd like to see them included.

Mr. FORD. In Michigan we don't neglect labor.

Mr. RATCHFORD. I've never known a time when Dave Pinsky wasn't heard.

Mr. FORD. Thank you very much, Dave.

Anyone else? Yes, ma'm?

STATEMENT OF THELMA WATERMAN, DIRECTOR, OFFICE OF COMMUNITY AFFAIRS, CONNECTICUT COLLEGE

Ms. **Waterman.** I'm Thelma Waterman, director of the Office of Community Affairs at Connecticut College. I did send letters out to Representatives on the congressional level to express my concern about the title I program not containing funds for community services programs.

I've listened to people talk about the value of the programs and I can sit here and talk about how successful my programs have been also and innovative and as many different ways as other people have.

I'd like to talk about something that I haven't really heard, and as a minister as well as a director, I think that we really need to look into the spiritual, moral obligation that we have to service people who cannot help themselves. We can provide programing that can meet the needs for disadvantaged people so that they can upgrade their lifestyles, increase the quality of life for themselves, and become involved in the mainstream of community living that they have not had the chance to do prior to some of these programs coming about. I think that's really kind of critical to talk about. We're talking about human beings. We're not just talking about brick and mortar or money, or who can sit down and write the best proposal. We're talking about the end result of the type of programs that are being created.

There is no question that the State of Connecticut Board of Higher Education has done a marvelous job in being able to put together the identifiable needs of the community, the needs of higher education, the needs of unions, of business and industry, correlate them in such a way that the end result is that you help people. We are people oriented and we need to be reminded of that.

When you talk to people about their programs, take that as your top priority. When I wrote my statement I do compare the lack of funds for title I as being comparable to shutting the doors on people who can help themselves and help other people and I think that's exactly where it's at.

The money is fine. Great. There are some programs that don't work, other programs that do work. But the end result is, do people work. When you are talking about providing training for professionals to end up providing skills for their clients to help them or to go directly to clients and help them to help themselves, we're talking about a people program. And I don't want this committee or anyone else to forget that. We're talking about people and people change. Their needs change. And we have to be flexible.

But without the resources, without the money, to enable us to buy the program supplies, to have the staff, to have all the things that you need, now we may not like to look at it and as a minister I look at that, right, I would love it everybody would be great and do things out of the goodness of their heart. But we know that the telephone company wants to be paid and we also know that when we go to have things printed that the person has to pay for the ink and the paper and all these things have to be done.

So we can say it's all well and good that we do things out of the goodness of our heart. But the end result is someone needs to be paid to do these things.

The institutions, particularly the private ones, I've heard from the public ones and I know that they've done a job and we've had relations with public institutions that worked out very, very well. But the same thing also holds true. They also have budgetary constraints. Everyone has budgetary constraints. And in times of inflation and in times of families breaking up and in times of very few jobs with too many people out there competing for them, with a high crime rate, with a lot of problems, I think we need to address ourselves to what we are more concerned about.

Are we concerned about money? Or are we concerned about people? We also have to recognize that the money helps us to help people. And that's really what I want to say and I really don't want to go into my programs. We have fantastic programs at Connecticut College. We can withstand any close scrutiny and I have no problems with that.

The only reason for it is that we've been able to work very closely with the State board for higher education and Connecticut College in a cooperative effort to bring about relevant programs to serve human needs. And that's what we're all about today.

So when you go to your next meetings, please keep that in mind.

Thank you very much.

Mr. FORD. Thank you for a very fine statement.

Anyone else?

Well, I want to thank you very much.

We will recess the hearing until 1:30, at room 311-12, Mattatuck Building, Mattatuck Community College, Waterbury, Conn.

[Whereupon, at 11:40 a.m., the subcommittee recessed, to reconvene at 1:30 p.m. this same day in Waterbury, Conn.]

[Material submitted for inclusion in the record follows:]

SEVEN CONNECTICUT INSTITUTIONS GET AWARDS TOTALING $170,000

Hartford, CT. The Board of Higher Education has awarded grants to seven institutions of higher education for community service and continuing education projects designed to help the elderly, working women and the handicapped.

The federal grants were announced at the State Capitol by Commissioner of Higher Education Michael D. Usdan at the morning session of Friday's Congressional field hearing on Title I-A of the Higher Education Act. An afternoon session was scheduled by Rep. William Ratchford (D-5th District) for Mattatuck Community College in Waterbury.

The Title I-A awards range from $5,750 at Albertus Magnus College in New Haven, for a project to help deaf persons participate in the political process, to approximately $50,000 at Hartford College for Women and Hartford State Technical College to implement a model for counseling and training low-income women for technological careers.

Other awards are: Central Connecticut State College, acting as fiscal agent for the Coordinating Committee for the North Central Region, approximately $30,000 to develop an Upward Mobility counseling and training model for state clerical workers; Fairfield University, $17,533 to develop a model for providing management skills training for women re-entering the job market; Manchester Community College, $22,793 to develop curriculum and train a pilot class in clerical skills for moderately retarded persons; University of Connecticut School of Pharmacy, $19,430 for a project to provide senior citizens with information on proper drug use; and $12,692 to the University of New Haven for a project to improve burglary investigation techniques and victims services in conjunction with police departments.

Institutions receiving awards are required to contribute to the project budget an amount equal to one-half the federal grant.

The hearing focused on the refunding and reauthorization of the federal program which has supported model projects to apply the resources of colleges and universities to the solution of community problems and to increasing continuing education options for adults.

The program has not been recommended for funding in the administration's fiscal year 1980 budget now under discussion in Washington. Supporters maintain that the small program has a better record of accomplishment than programs many times its funding level. Title I–A has been funded at $16 million nationally, with an allocation for grants to Connecticut of approximately $170,000 in 1978 and 1979.

Witnesses were invited to testify at the April 27 hearing by Rep. William Ford (D-Michigan) chairman of the Postsecondary Education Subcommittee of the House Committee on Education and Labor and by Ratchford, a member of the committee.

Scheduled to speak in Hartford were: Commissioner Usdan; Howard Klebanoff, Chairman of the Board of Higher Education; Charles J. Duffy, Undersecretary of the Office of Policy and Management for Employment and Training; John A. DiBiaggio, President designate of the University of Connecticut; Thomas Furtado, Manpower Development Coordinator, Pratt & Whitney Aircraft Group; James Tatro, Dean of Community Services, Manchester Community College; and David Komisar, Provost, University of Hartford.

Scheduled to speak in Waterbury were: Jamison Gilder of the American Association of Community and Junior Colleges; Mary Merrit, Director of the Hartford College for Women's Counseling Center; Gloria Perez, director of a Meriden Hispanic Community Title I–A project; and John Bushey, Dean of Continuing Education, University of Vermont.

For further information, contact Velma Adams or Phyllis Lary at the Board of Higher Education (566–3911 or 566–3640). For local information, contact the following project directors:

Albertus Magnus, Sr., and Jane McDermott, 777–3363, New Haven.
Central Conn. State College, Keven Earles, 827–7000, New Britain.
Fairfield University, Vilma Allen, 255–5411.
Hartford College for Women, Carolyn Tertes, 236–5838.
Manchester Community College, Beverly Hounsell, 646–4900.
University of Connecticut, Edward Kelly, School of Pharmacy, 486–2131.
University of New Haven, Henry C. Lee, 934–6321 X432.

EASTERN CONNECTICUT STATE COLLEGE,
OFFICE OF THE PRESIDENT,
Willimantic, Conn., April 27, 1979,

To: Representatives William R. Ratchford and William Ford.
From: Charles R. Webb.
Re reauthorization and refunding of title IA of the Higher Education Act.

To support your considerations of restoration of funds for Title IA of the Higher Education Act, I want to tell you of the impact such funds have had on the community served by Eastern Connecticut State College.

As the attached list indicates, Eastern has proposed and directed nine IA projects, on which the Federal outlay totalled just under $150,000. Its earliest project was undertaken in 1966; its most recent, in 1976.

Seven of the Eastern projects took place prior to my term at the college, but I have talked with many participants who remember the accomplishments well and hope to see more developments of the kind.

Eastern began its IA work by making a survey, from which to assess the most pressing problems then facing the Town of Windham.

One of the most apparent needs was for an educational facility for the many members of the community who couldn't make use of the traditional public school system. On IA funds, Eastern's Laboratory School (Noble School) was developed as a community school. It was in service morning through evening, including Saturdays and many Sundays. Puerto Ricans were the primary benefactors, but all the Windham community was drawn into the Noble School program.

To spread the benefits even more extensively, another IA grant was aimed at Community Relations. Housewives of different cultures exchanged recipes in cooking classes. All ages enrolled in community athletic programs. Many public events were held—fiestas, dances, celebrations of Three Kings' Day. A highly-publicized art exhibition was assembled in Puerto Rico and shown in Willimantic, Hartford, Waterbury, and Bridgeport.

By 1968, Eastern's enrollment had begun to reflect the earlier IA programs. Through the Special Admissions plan, students who would not have qualified for regular admission were attending college.

A number of programs which are underway in this area today are, at least indirectly legacies of Eastern's alliance with Title IA. One example is the reading program held at St. Joseph's School. Another is the use of Spanish speaking classroom aides. I should add that several leaders who came to this community to work in IA projects stayed to make more lasting professional contributions.

One of Eastern's most significant IA projects had the goal of increasing the involvement of Willimantic's business leaders in the development of their community. This project provided the foundation for city Renewal efforts.

Our most recent IA project, Elderhostel, had to do with senior citizens. In this grant Eastern was one of a group of colleges which worked together to develop senior services and programs.

Two of those colleges have been able to continue their Elderhostel programs, and all have enriched their regular programs in ways which are beneficial to senior citizens. Eastern has followed up its Elderhostel program by Training Municipal Agents and Commissions on Aging (this under Title IV).

For the sake of brevity, I have named only a few of the accomplishments of IA funds in this community. Many more could be listed and much more could be said in support of the overall concept.

It is my hope that Title IA will again be fully funded and that Eastern Connecticut State College will be among the agencies of Higher Education proposing and heading IA programs in the near future. This would be highly desirable, both for the college and for the community.

GRANTS AWARDED BY THE CONNECTICUT BOARD OF HIGHER EDUCATION UNDER TITLE I-A OF THE HIGHER EDUCATION ACT, 1966-78

EASTERN CONNECTICUT STATE COLLEGE

Project No.	Project title	Director	Federal dollars
76-140-003	Connecticut elderhostel	Paul Benedict	$25,375.00
73-140-003	Training native Spanish speakers as teacher aides	Samuel Tirado	13,650.00
69-140-002	Increasing involvement of business leaders in community improvement in Willimantic, Conn.	James Tipton	7,500.00
68-140-005	The community school program—Phase II	do	7,437.00
68-140-006	Community relations program	do	17,436.00
67-140-004	Program to assist the Puerto Ricans of Willimantic to be assimilated into the community culture.	do	17,861.16
67-140-005	Institute to develop a community school type program	Robert Dolph	53,141.62
67-140-008	Program to train teacher aides for the Eastern Connecticut Area	Bruce Bradford	2,390.54
66-140-005	Community survey of the town of Windham	do	2,622.87
	Total		147,414.19

Labor Education Center,
Extended and Continuing Education,
University of Connecticut,
April 27, 1979.

To: Hon. William Ratchford and Hon. William Ford, at public hearings in Connecticut.

From: Dr. George E. O'Connell, director, Labor Education Center, and eastern regional representative of the Institutional Council, University and College Labor Education Association (UCLEA).

Re: reauthorization of title I of the Higher Education Act of 1965.

I give testimony at this public hearing as the Director of the Labor Education Center, University of Connecticut.

The Labor Education Center (LEC) was established in 1961 to meet the educational needs of the state's unions and employee organizations and their members. The Center's mission of enriching the quality of work-life is furthered by assisting union members to participate more fully in their labor organizations and communities.

LEC provides unionists with knowledge and skills training necessary to participate in collective bargaining and community affairs. It also teaches human relations and administration skills related to union work. The Center analyzes current trends and publishes the results of its original research as well as knowledge developed by other academic disciplines.

The objectives of the Labor Education Center are achieved through teaching, consultation and research. Multi-session courses after work are held at convenient locations throughout the state. Also, one-day, weekend, and week-long conferences and institutes are conducted on campus.

I wish to support the revised language of Sec. 106, Title I, recommended by the National Advisory Council on Extension and Continuing Education. More specifically, I support the following wording of Item 7 in Sec. 106 which proposes that state plans:

"(7) Set forth policies and procedures for creating or expanding a labor education, training and technical assistance program in one or more institutions of higher education, including the procedures to be used to develop cooperative arrangements for working with State-level labor organizations to—

"(A) determine the specific nature and extent of the need for such services, and

"(B) assess the interest and relative capacity of postsecondary institutions in the State to apply their resources to meet the research training and developmental needs of workers, and of officers and members of labor organizations.

As you are aware, a key factor in maintaining a strong economy is a healthy labor relations climate. Labor-management strife has brought whole industries to a standstill with negative consequences to: employment, production, prices, and society in the form of social and psychological costs.

In this regard, constructive employer-employee relationships are built by well informed and skilled union leaders working with their business, industry, or government counterparts.

As a land grant university, the University of Connecticut has long recognized its responsibility in this area by providing leaders and specialists in labor relations to the business and labor, public and private, and rural and industrial communities of the state. The following list of programs and services offered by the Labor Education Center testify to the university's concern for promoting industrial peace, social justice and productivity:

THE UNIVERSITY OF CONNECTICUT LABOR EDUCATION CENTER

LABOR EXTENSION PROGRAMS

Knowing how important practical knowledge is to the future of the Connecticut labor movement, UConn's Labor Education Center is working closely with labor organizations to offer extension programs. Involvement in these programs can help you: 1) develop your leadership abilities, 2) increase your influence, and 3) more effectively administer the affairs of your union.

Courses, conferences, institutes and seminars, either non-credit or for continuing education units, are designed to meet specific, practical and professional needs of activists, officers and staff representatives of labor organizations. These leadership development programs focus on topics such as:

Negotiating techniques; Major issues and trends in collective bargaining; Federal and state labor law; Trade union issues facing women and minority unionists; Workers' compensation; Fringe benefits; Pension plans; Organized labor and the political process; Labor and the economy; Leadership training for union activists, officers and staff; Steward training and grievance processing; Public speaking and parliamentary procedure; Union administration; Unemployment insurance; Social security; and Occupational safety and health.

CONSULTATION AND SUPPORT SERVICES

LEC offers the following services:

Consultation with labor organizations on the development of educational programs; Application of theoretical knowledge to the solution of problems faced by trade unions; Development of new knowledge through scientific research; Development of educational materials, including films, charts, and other audio-visual aids; Development of training and research grants in cooperation with the Connecticut labor movement, other labor education centers, and public or private employers; and Providing audio-visual and library resources.

LABOR STUDIES PROGRAM

Labor studies courses leading to the Associate of Arts degree are being offered by a number of Connecticut community colleges with the guidance and assistance of the Labor Education Center and local labor bodies. A student may elect individual courses, a certificate or an associate's degree program.

Students with an associate's degree or an accumulation of undergradute credit may now apply for a Bachelor of General Studies (BGS) degree from The University of Connecticut. The BGS is an interdisciplinary degree for the part-time adult student. It combines elements from several areas of study into an academic concentration tailored to the individual's needs and educational objectives. BGS courses are offered at branch campuses and are designed to fit busy schedules.

In recent years new demands for training have arisen in such areas as collective bargaining, employee benefits and the new set of legal compliance responsibilities of both labor and management. These new demands reflect the fact that labor education/studies is a growing field. From 1974–1985, it is estimated that there will be a 38 percent increase in employment in the field of personnel and labor relations. Compare this 38 percent growth expectancy with 23 percent for accountants and 22 percent for managers, officials, and proprietors, and you will have some idea of why there is a potential demand for labor education/studies as well as training in the field of industrial relations.

This is why I am speaking in favor of expanding labor education, training and technical assistance programs in academic institutions of higher learning, such as the University of Connecticut. The simple fact is that the university needs additional resources to respond to the rising demand for extended and continuing education for part-time adult learners. With the passage of employment-related legislation, expanded emphasis on improved human resources utilization in industry and government, and the growing number of practitioners and professionals holding jobs in unions and in the field of labor relations and personnel, the demand for extended and continuing education in labor studies is rising faster than ever. It is my hope and recommendation that the above mentioned revision of Section 106 of Title I of the Higher Education Act of 1965 will provide the additional resources needed by universities and colleges to respond to this important demand.

Let me thank you for this opportunity to discuss with you the important relationship between adult education and a sound economy. It is my firm conviction that the federal government would make an excellent investment in behalf of social justice, industrial peace, and higher productivity if it provided additional resources for the training of employees and their union representatives.

Labor leaders have profound influence on the proper functioning of collective bargaining, the political process, and various other social decision making processes. Not only are these processes central to the proper functioning of our society, but they are also undergoing rapid changes. There is no easy agenda for the future which labor leaders can use as a road map for change at the bargaining table or in various political and social processes. They must rely on those solutions for which they can obtain and maintain majority support. Rather than radical change, there will be gradual change that flows from the ability of leaders to convince their constituencies that change is valid and beneficial.

In working as agents of change, union leaders will increasingly require and request high quality education and research as bases for generating majority support for the proposed changes. More and more, labor leaders are realizing that it is the truth which sets us free, and that research and education are an essential energy of modern American life. Union members deserve to be treated as adults and to be persuaded by the truth rather than to be ignored and manipulated. Today, as labor leaders discuss alternative solutions, it is becoming apparent that one of the crucial ingredients needed is new knowledge. Research—the disciplined, creative pursuit of new knowledge—and the transmission of these new discoveries through educational programs will increasingly become the energy sources that the labor movement, our economy and way of life cannot do without. Major universities such as the University of Connecticut play a critical role in this regard.

I strongly urge you to support the revised language of Item 7 in Section 106 of Title I, Higher Education Act of 1965. Thank you for your openness to citizen and institutional input.

Prepared Statement of Joe Lipp, University of Bridgeport

THE STATUS OF TITLE I–A HEA

A question has been raised as to whether Title I–A of the Higher Education Act has served its purpose by becoming institutionalized and therefore needs no further Federal support and should be carried on by the states. It presently stands at zero dollars in the Budget and is under consideration by the Congress.

Let us look at the record. The Program was enacted in 1965 to help the National colleges to strengthen their resources needed to relate to the community by addressing community problems with specially designed educational programs. That some progress toward achieving these basic goals was made bourn out in three national evaluations. Amendments to the Program in response to developing needs added, in the Amendments of 1972 a discretionary grant program and in 1976 a technical assistance component and the expansion from community service to include continuing education and planning for resource sharing.

Beyond its basic mandate the Program has, since its inception, encouraged some of the most creative campus minds as to how societal problems should be addressed, to advance the state of the art of community services and continuing education and to practice resource sharing. Alliances have been formed with other programs, agencies and communities. Consential arrangements have been created among colleges, regions and states working arrangements have been established between colleges and constituent groups for the continuing delivery of needed services.

If all this has already been accomplished then why is continued funding needed? The answer is that although some narrow scope programs can dispose of the problem to which they are assigned, this program's role of meeting the changing needs of the adult part-time learner at the post-secondary level is so large and so vital that the surface has only been scratched.

A number of specially designed educational projects, presented in cooperation with the communities, have proven their worth and become adopted into the regular curriculum by the colleges or taken over by the communities. A number of the concepts and procedures developed by the projects have so demonstrated their effectiveness that innovations in such dimensions as time, place, purpose, format, content, and participant group have begun to influence significant portions of the curriculum. Some progress has been made but the job is far from completed.

Societal problems identified by the colleges have been responded to in imaginative and productive ways in such program areas as services to senior citizens, drug abuse education, environmental education and programs for women, prison inmates, small businessmen and governmental officials. The problem areas have become recognized by decision makers and fund-providers as essential, have become enacted into separate laws and funded at substantial levels. Thus Title I–A's leadership role has been continually demonstrated.

Title I–A has usually been ahead of the pack in identifying societal problems, discovering appropriate methods of educational service delivery and making post secondary education of adults more issue and need oriented. It has evolved that this leadership role is its most important mission, and the need for effective leadership never ends. Innovative and responsive, it continues to demonstrate the seriousness of developing societal problems, the extent of the post secondary educational needs of adults and the creative, yet practical, ways in which specially designed educational services can respond to and deal with these situations. The consistent quality of the Program has proven to be its capacity to change to meet new needs.

A built-in advantage of the Program is its state-based program administration, close to where the problems, resources and clientele lie, and directed by an annual program plan created in each state and approved by the U.S. Office of Education. The Program is able to move quickly and with telling effect where the often ponderous process of Federal government and the tradition bound campus procedures probably would have been ineffective. A national network of experienced state administrators maintain a flow of programs having both continuity and creativity and in the cost effective manner that the tax payer has a right to expect of a well-managed, high demand, low funded Program.

So, while it is true that a number of its projects and procedures have become recognized for their quality and have become institutionalized, the Program's major theme of leadership, innovativeness, and responsiveness has only recently become crystalized. Its role is forever new and the need for its services only now coming into full flower with the emphasis upon the adult learner. Its vast potential to continue as a programming and services leader at the cutting edge of what higher education should be becoming demands its continued funding at a level more commensurate with its role of being a supplier of some of the educational needs of one half of the post secondary enrollment—the part-time adult learners.

Yes, some parts of the educational process funded by Title I–A HEA are continually being institutionalized. But, in its role of responding to the ever-changing needs of its clientele the urgency for its continuation and its potential for ever innovative responsiveness to its clientele continues to grow.

Can the Federally funded services of Title I–A HEA be taken over by the states? The states, which by law have been supporting one third of the fiscal burden, are not likely to take on a larger share—particularly now that the total need for this type of service is growing. Proposition 13 began at the state and not at the Federal level, and it is unlikely that even a high need program such as Title I–A HEA will be picked up by the states—especially in the fiscally poorer state—where it is needed the most. Block grants to states have not found their way into the much-needed continuing education of adults. Revenue sharing is not specific enough to guarantee the continued delivery of these services so essential to making the individual more self sufficient and societies needs better met. Continued Federal support is essential.

From the above we may conclude that a minimally funded Federal program has demonstrated its potential for service at the same time that the need for this educational service to adults is reaching its highest level to date. The three purposes of higher education—teaching, research, and public service have been joined by a fourth-educational services to the adult part-time learner. Thirteen years, some very effective service delivery and relatively few dollars have been invested in a small Federal program. Results have been cost effective, and although the Program has had a low profile it has demonstrated the potential to fulfill an important national need. Title I–A HEA—Community Service and Continuing Education—is ready to deliver at an increased level on this investment—and to fulfill this potential. It must be supported in Fiscal Year 1980.

COMMISSION FOR HIGHER EDUCATION, FINAL REPORT, COMMUNITY SERVICE PROJECT

Instructions: To be prepared by the Project Director and fifteen copies sent to the Commission by the project ending date. Attach supplementary materials to one copy only. This one-page description becomes the cover sheet of the report.

Collegiate institution: University of Bridgeport, Bridgeport, Conn.

Project No., title, and director: 76–115–008. Parent/child/tutor/paraprofessional/training project.

Beginning and ending dates: April 6, 1976–September 30, 1977.

State problem and objectives: An assessment of the PT Barnum Housing project and that community day care, pre-school, and K–8 school programs found these needs: (A) To train a corps of parents to work with their children in a positive and stimulating pre-school environment in an effort at early intervention. (B) To provide additional support in the operation of the educational programs of the three school serving P. T. Barnum community by offering in-school support through tutors (see attached).

Describe project activities (including staff): In the Parent Effectiveness Component, Jerry Arndt, Instructor/Curriculum Director developed the training component and conducted Parent Effectiveness workshops (see the attached report).

Describe project outcomes (in terms of objectives): (In terms of objectives) Training workshops were developed and delivered in 4 Norwalk PDC (Project Developmental Continuity) Schools, and in conjunction with the Board of Education, schools and staff in Bridgeport.

DESCRIBE PARTICIPANT GROUP (PRIMARY BENEFICIARIES, I.E., PERSONS ACTUALLY ENROLLED)

	Total	Black minority	Spanish surname	Other
Parents	90	40	30	20
Paraprofessional	40	20	10	10
Teachers	70	40	10	20

Note: 100 participants began project; 200 particpants completed project.

Describe population ultimately served (identifiable socio-economic group classification, including estimated number of people): Black and Spanish minority. Urban parents over 100 were involved in the training along with paraprofessionals.

Distribution of actual project costs: (Taken from item No. 10 of this report) grant funds $———— + matching funds $———— = total costs $————.

In developing objectives to meet these assessed needs the 3 training components of the project. See Section II, Description of Program, pages 6–10 of the proposal.

1. Describe project inputs and activities in terms of dates, functions of staff, activities of participants, and methods used, identifying any specially noteworthy achievements of project staff, participants, or beneficiaries.

Project inputs included University of Bridgeport Faculty and Staff; Board of Education, Administrators and Teachers; Community Agencies and Community participants.

During the Spring and Summer of 1976 initial curriculum development component was compiled. Delivery of the program through non-credit workshops began in the Fall of 1976 with the last workshop completed during the Summer of 1977. Workshops were held including all role groups identified in the Project Proposal (Description of the Program, Section E, page 15). Participant evaluation of the workshop activities is reported (Final Report, Item 8).

Notable achievement in the area of Effectiveness Training cited earlier led to the development of the Audio-Visual component which to be an effective delivery mechanism for urban parents. The outcomes of the PET/TET can be found (Item 2A of the Final Report) as reported by Nancy Arndt.

2. Describe project outcomes as: (a) evaluation procedures and measuring instruments used, and evidence of progress toward solution of the community problem in terms of project objectives for the group ultimately served; (b) any plans or activities concerning continuation of project services.

a. In training parents to work with their children and older children in the community in a positive and stimulating pre-school environment, Norwalk, Connecticut, served as a site where some 45 parents were involved in cognitive training activities to act as both in school, community and at home tutors in Language development activities; included in this were the four major modes of communication; speaking, listening, reading and writing, commercial as well as participant made materials. This program continues to be operational in the four PDC Schools (Project Developmental Continuity).

Over 100 parents were involved in the area of training, with some duplication of parents and teachers in both components of the project (see proposal page 6, 7, 8, Description of the Program, Section A, part 1, 2).

The course outline for Parent Effectiveness Training course and the predicted outcomes as developed and reported by Nancy Arndt, Instructor. See Attached.

Providing vicarious and actual awareness in the investigation and early implementation into the world of Career Education was operational in terms of the Summer of 1977 in a combined effort of the University of Bridgeport, Bridgeport Board of Education, City of Bridgeport and the Neighborhood Youth Core, with principle funding coming from Title XX.

b. During the project a Parent Effectiveness Training package was developed which prompted us to seek second year funding for training. The following organizations would be involved: ABCD, Hall Neighborhood House, Bridgeport Mental Health, CYO, West End Tenants Association, Project OWN.

We did not get as far as we had wanted in the Career Development Component. Further development of this component is needed through funds from Higher Education Title I and President's Youth Incentive Program (Sub Part 1).

c. Courses in Continuing Education and MOD MAP from the University of Bridgeport, are limited to Fairfield County at this time, there is a need to network the training program on a State wide basis using the regional center for training and with funding from Title I and XX training funds.

3. Institutional outcomes: (a) how the project contributed to strengthening of the college's capacity to relate itsself effectively to the community in a problem solving role; (b) whether it became institutionalized by becoming absorbed in some form or dimension into the degree program or continuing education offerings.

a. The University of Bridgeport strengthened its ability to relate to the community by offering the community a program of Parent Effectiveness Training developed to meet their needs (see Needs Assessment B–1, 2). In having trained parents to work with pre-school children and to work as inschool tutors, to support the educational program of the school, the project aided community members to help themselves and promoted economic stability through the input of local jobs.

As a result of this project new courses for para-professionals and professional community service workers have been developed influencing the creation of several new public service employment positions in the community served by the project, (i.e. six positions South End Day Care: 2 teachers, 2 assistant teachers, 1 social worker, 1 parent co-ordinator).

b. In the Continuing Education Department the Parent Effectiveness Training as developed for the urban community use will continue to be offered. In the area of degree programs; two MOD MAP courses were developed as implementation of the major components for the community non-profit service agencies, (ABCD, Hall Neighborhood House, Bridgeport Mental Health, CYO, West End Tenants Association, Project OWN). We hope through extended funding to offer these courses on a State wide basis next Spring.

c. The project by design provided the mechanisms for resource sharing between the client population, the community service agencies, boards of education and municiple human service agencies.

4. Community outcomes: (a) nature and effectiveness of any coordination which the project had with institutions, agencies, programs and services; (b) any evidence of increased organizational effectiveness of participating community agencies in terms of delivery of services.

a. The Parent Tutor Training Program components were related with the boards of education, schools and staff of Bridgeport and Norwalk. The program also affected the following community service agencies: ABCD, Hall Neighborhood House, Bridgeport Mental Health, CYO, West End Tenants Association, Project OWN, and NEON Norwalk.

b. All agencies will continue to offer programs to their client population hopeful that with extended funding a state wide training program for community agencies will be implemented next Spring.

c. University of Bridgeport Continuing Education and MOD MAP are limited to Fairfield County. Using the regional center for training and Title I and Title XX training funds the training program can be networked on a state wide basis.

5. Provide data concerning: (a) numbers and kinds of project staff in various roles, and percentage of their total employment time each spent in the project during official project dates; (b) the number and role of any college students serving as project staff; (c) demographic data on participants: numbers of males and females by age, educational level, and occupational classification. (Estimate if necessary.)

a. Project staff, the credit hours of time involved are as follows:

Project staff	Role	Credit hours of time spent on project
Nancy Arndt	Instructor/curriculum director	4 credits.
Keith Joines	do	Do.
Elain de Beauport	do	9 credits.
M. Mankowitz	do	8 credits.
Jane Roach	do	Do.
Jerry Arndt	Consultant	3 consultant days.
Joe Lipp	Project director	44 consultant days.

b. Two graduate students served on the project staff. Renan Jefferies, a graduate student in Audio-visual and Media worked on the development of the Audio tapes and the slides used with the Parenting Mods that were developed.

Keith Joines a Bridgeport Teacher and Graduate student was an instructor for PET workshops.

c. See table below:

	Component A	Component B	Component C
Age	16 plus	16 plus	16 plus
Sex	M—F	M—F	M—F.
Occupation	N–A	N–A	N–A.
Soc/eco group	Black-bilingual minority	Black-bilingual minority	Black-bilingual minority.
Education	8th grade and equivalent	8th grade and equivalent	8th grade and equivalent.

	Total	Black minority	Spanish surname	Other
Parents	90	40	30	20
Para-professionals	40	20	10	10
Teachers	70	40	10	20

6. Discuss: (a) any [illegible] of the problem not reached, or objectives not met; (b) any associated problems outside the scope of the project which it suggested for further attention; (c) any changes you would in retrospect now make to improve effectiveness.

a. There is a need for further curriculum development in terms of suggested resource material, time structure and suggested activities for instructor preparation, and behavior. Script development and production of the slides and sound for the training modules is also needed.

b. In the area of Effectiveness Training the package needs to be field tested further in order to refine, and produce a viable training product. Further attention must focus on training trainers with the product developed and training sessions and workshops with the project developed mods, that will reach the greatest percentage of community members.

The area of Career Education needs further expansion of adult materials to link to available Career Education Centers and materials for children.

c. In consideration of a reduced budget, more administrative care should have been given to reduction of effort in specific objective areas. Production exceeds financial support by putting undue stress and strain on project staff.

7. State: (a) general principles evolved or general observations made from the project; (b) any ways in which it is innovative; (c) if it is appropriate to serve as a model, state in what ways.

a. A university in an urban area has the potential to adapt and redirect its effort to meet specific community needs give the financial support received in this particular grant. This project moved the University of Bridgeport's effort in Continuing Education closer to specific community's needs for service.

b. The three training components did not exist before in the geographic area served. The Parent Effectiveness Component developed a new training development system that better meets the need of the urban participants.

c. The Parent Effectiveness Component can serve as a model in that it, provides a new delivery mode, has had a success in working with agencies, and with Title I and XX aid in delivery the Modules can be further developed, field tested and ultimately used in training on a statewide level.

8. Explain: (a) any changes in participants' attitudes and behavioral patterns resulting from this project; (b) any ways in which they and final beneficiaries could better utilize and benefit from this kind of services.

In a questionnaire given to the participants of Parent Effectiveness Training Courses conducted by Nancy Arndt in Norwalk, Connecticut, forty-four participants responded in the following questions:

How do you feel about the course?

93% very glad I took it.
7% mildly glad I took it.
0 somewhat disappointed.
0 very disappointed.

Have you noticed actual changes in yourself, your children or family?

50% quite a few.
47% a few.
3% none.

I think the Instructor was?
75% excellent.
25% good.
0 fair.
0 poor.

See attached comments from participants.

9. Provide constructive suggestions as to how the Commission can give the institution greater service in planning implementation of projects.

The Parent/Child Tutor Training Program received the support that was necessary from the Commission. Next we seek support in networking the training throughout the state.

Appendix B

EFFECTIVENESS TRAINING—N. ARNDT

Objectives

Session I—Parents/Teachers are taught to differentiate between those situations in which the child is making it difficult for himself to meet his own needs as a person, separate from the parent/teacher, and those situations in which the child is making it difficult for the parent/teacher to meet his own needs.

Sessions II and III—Parents/Teachers are given skill-training in those forms of verbal communication that have been shown to be the most effective in helping another person overcome difficulties in meeting his own needs. Parents/Teachers are taught the particular forms of communications utilized by competent professional counselors. Among these are "reflected feelings" or "active listening", empathic "open-ended questions", and methods of keeping the laws of responsibility for problem-solving with the child who actually owns the problem.

Sessions IV and V—Parents/Teachers are given skill-training in those forms of verbal communication that have been shown to be most effective when one person wants to influence another person to modify behavior that is interfering with the needs of the first person. Methods of confrontation that have low probability of producing quiet and resistance and high probability of maintaining the other's self-esteem. P.E.T., thus teaches parents how to send "Conquent" messages, how to be "here", how to confront the child with "I feel" messages, and how to keep the focus of responsibility for the problem with the parent who actually owns it.

Sessions VI and VII—Parent/Teachers are then given skill training in specific methods of preventing conflicts between parent/teacher and child—such as enriching or modifying the child's environment, preparing the child ahead of time for change, conducting participative discussion-making meetings for setting rules and policies that will govern children's behavior in future situations.

Session VIII and IX—Parents/Teachers are taught the hazards and harmful effects of using either of the two "win-lose" methods of conflict resolution—Method I (Parent wins and child loses) or Method II (child wins and parent loses).

Session X—Parents/Teachers are then given skill training in using a non-power or "no-lose" method of resolving all conflicts between parent and child—our "Method III", whereby parent and child mutually search for a solution that will be acceptable to both, thus eliminating the necessity for the parent to use his power to force submission on the part of the child.

Appendix C

PREDICTED OUTCOME OF P.E.T./T.E.T.—NANCY ARNDT

Fewer Discipline Problems.
More self-confidence.
Lower Anxiety.
Greater Influence with Children.
More Open, Honest, Less Need to Manipulate Others.
Greater Ability to Meet Own Needs.
More Congruent, Better Able to be Real Self.
More Satisfying Relationships with Others
Higher Self-Esteem.
Increased Ability to Deal with Strong Feelings of Self and Others.
Increased Skill In Conducting Discussion Groups.
Increased Skill in Resolving Conflicts.

Less Need to "Be On Top Of The Situation At All Times", to Play the Role of Enforcer.

Resolution of the "Authoritarian" vs. "Permissive Dilemma".

Hours of Preparation: Writing of Objectives: Predicted Outcome—2 Hours; Course Preparation: 1 Hour per Session = 10 Hours.

APPENDIX D

PARTICIPANT COMMENTS—PET CLASSES/NORWALK, CONN., 1976–77

I think this is a great course because you learn to listen which most people don't do.

I felt it would help me with everything. I learned how to be a more effective person.

The PET course has brought my family environment closer.

I now understand my students and work along with them.

Having taken the course I actually listen to my children and others. My husband and two small sons can honestly see a difference in me that makes me proud of myself.

By using PET methods I have become a parent who listens and tries to understand their problems.

I am trying to incorporate the PET methods with dealing with my child. (I learned) rebellion can be lessened if we remember to treat children as human beings.

At any age 2–16 youngsters need to be heard and their feelings appreciated.

I learned how to handle my son a lot easier.

I am more conscious about what I am doing and saying. I am using it in the classroom with the children and the results are great.

I don't yell as much and get upset as fast as I did before.

I have learned what responses are harmful to my relationship with my children.

My children are talking more to each other and to us.

EDUCATIONAL RESOURCE CENTER,
PROJECT LEARN,
Madison, Conn., *November 29, 1977.*

Mr. JOSEPH LIPP,
C.I.R.P. Inc.,
University of Bridgeport,
Bridgeport, Conn.

DEAR JOE: This letter is to confirm our telephone conversation of today in which LEARN reaffirms its interest in participating in the networking of your project entitled "Training Parenting Trainers".

Very truly yours,

FRANCIS D. ROBINSON.

STATE OF CONNECTICUT,
BOARD OF HIGHER EDUCATION,
Hartford, Conn., January 4, 1978.

Mr. JOSEPH LIPP,
Project Director,
University of Bridgeport,
Bridgeport, Conn.

DEAR JOE: In order to aid in the review of your proposal for funding of the project, "Training Parenting Trainers for continuing Education for Parents", you are invited to submit supplementary information at your earliest convenience in response to the items listed below. You may also submit unsolicited information. Limit the amount of material submitted. Supply ten copies for forwarding to the readers who constitute the review panel.

It is difficult to evaluate your Proposal as you have only partially followed the prescribed format.

In I, what is the concise statement of the problem? Quantitative support is not provided as requested.

In II(a) what is the project objective?

II(b) requests that proposals related to previous Title I-A HEA-sponsored projects supply a brief summary of same. Please comply, including what input the proposed project will receive, and how the old and new projects are similar and how they differ. And make it clear where you stop talking about the FY 1977 project and start talking about the FY 1978 proposal.

In II, what will happen in the first component and by what means? You say "a time structure and suggested activities will be developed . . .". This type of statement gives proposal reviewers little on which to base a favorable funding decision.

In II, are you planning to give the 40 participant trainees only one workshop, with a total of ten hours of training? Will this (plus some experience) qualify them as "trainers"? Also in II, how are the trainers going to identify, enroll and train their groups of 20 people?

You have forgotten to cover III-Anticipated Project Outcomes-as a separate section. They are, therefore, indistinguishable.

In IV (should be V), Negotiations, with a grant request of $24,534, you should consider negotiable dimensions in project administration rather than in reduction of number of participants.

You have not included a section on Project Participants, which should be II(d). Who will they be, and how enrolled?

Under Negotiations (your IV should be V), you demonstrate cost effectiveness on the basis of target group persons. Your program description, however, is unclear as to whether they will be trained during the project and how. At $31,764, total cost, the comparison should be with 40 "trainers".

In Budget Summary, there are some problems. Personnel costs do not all provide breakdown of how amounts are calculated, as described in "Fiscal Procedures". Is $25.00 per hour the usual University of Bridgeport rate for "supervision"? What will what Program Consultant do for $2000. The $1000 for use of Audio Visual Equipment is part of overhead, and therefore not an eligible direct cost. Please delete. On the other hand, if the $500 for "University of Bridgeport Audio Visual supports for completion of kits is in personnel time, it should be listed as such, and it is an eligible cost. The evaluation, etc. item at $1250 should be itemized. What is Professional preparation of instructional materials Trainer Kits at $1500?

What is "two sessions of twenty participants at $750 per person? And how do you calculate the Administrative Costs? What is the Printing Cost at $1250? The largest budget problem is the Institutional Matching. You have listed $4,089 in institutional overhead under "Grant Funds" (which is permissible), but then you have counted this amount again as matching, in order to meet the claimed total of $11,319. Please correct and be sure that your Institutional Matching column totals in eligible costs at least ⅓ of the total costs.

Budget Summary and Budget Explanation should be redone.

Sincerely yours,

DONALD M. MEYER,
Associate in Higher Education Program Planning.

COOPERATIVE INDIVIDUALIZED RETRAINING PROGRAMS, INC.,
Bridgeport, Conn., January 26, 1978.

DONALD M. MEYER,
Associate in Higher Education, Program Planning, State of Connecticut, Board of Higher Education, Hartford, Conn.

DEAR DON: In response to your letter concerning the "Training Parenting Trainers for Continuing Education for Parents" project, this is the information you requested. Negotiations IV and Budget V will follow.

In I, what is the concise statement of the problem? Quantitative support is not provided as requested.

There is a lack of training programs available to provide community agency staff with the skills necessary to help disadvantaged parents develop parenting skills providing effective and positive communication with their children. The end goal of the project would be effecting a more positive self-image and success in school and community by the children of disadvantaged parents.

For quantitative support (see Appendix B) and additional information, see Student Drop-Out Report, City of Bridgeport.

In II(a), what is the project objective?

1. Complete development of the "Sense-Able Parenting Modules" as measured by statements (see Proposal, pp. 3, 4, 5).
2. To train 40 Parenting Trainers in the "Sense-Able Parenting Training".
3. To support Parenting Trainers in regionalization of the project providing training to 800 parents in a statewide network.

II(b) requests that the proposals related to previous Title I–A HEA-sponsored projects supply a brief summary of same. Please comply, including what input the proposed project will receive, and how the old and new projects are similar and how they differ; make it clear where you stop talking about the FY 1977 project and start talking about the FY 1978 proposal.

In the Parent/Child/Tutor/Paraprofessional Training Project (FY 1977), workshops were held from Fall 1976 to Summer 1977 achieving notable achievement in the area of Effectiveness Training for urban parents. Over 100 parents were involved, 40 paraprofessionals and 70 teachers. During the project, a Parent Effectiveness Training Package including "Sense-Able Parenting Modules" was developed with an audio-visual component which needs further development and field testing.

The "Training Parenting Trainers for Continuing Education for Parents", FY 1978, aims to:

1. Further develop and field test the "Sense-Able Parenting Modules".
2. Train 40 Parenting Trainers, who will in turn train 800 parents.
3. Regionalize the project on a statewide basis.

In II, what will happen in the first component and by what means? You say "a time structure and suggested activities will be developed . . ." This type of statement gives the proposal reviewers little on which to base a favorable funding decision.

At the present stage of development of the "Sense-Able Parenting Modules" there exists a need for the development of a Trainer's Manual. The Trainer's Manual will provide the sequence of skill development and the time schedule for each instruction session for the existing material. The development of a filmstrip and tapes from the slides and tapes developed in the FY 1977 Parent/Child/Tutor/Paraprofessional Training Project will both complement and be a supplement to the Trainer's Kit. Lastly, this component needs to be field tested in the workshop sessions and professionally reviewed.

In II, are you planning to give the 40 participant trainees only one workshop, with a total of ten hours of training? Will this (plus some experience) qualify them as "trainers"? Also in II, how are the trainers going to identify, enroll and train their groups of 20 people?

The basic training program of 20 hours will consist of:

10 hours dealing with Sense-Able approach to parenting;
6 hours of additional training for leadership;
4 hours supervision of initial trainers when they lead their own training groups.

Participants in the workshop will be trained education and counseling paraprofessionals with many of the skills necessary to understand the training program.

Enrollment of the parents will be handled through the normal recruiting procedures used by the agencies who employ the Parenting Trainers.

II(d)—The 40 Parenting Trainers will be recruited from the staff of the agencies listed in Appendix C. The 800 parents will be recruited by the Parenting Trainers using the normal recruitment procedure of the agencies.

III—You have forgotten to cover III—Anticipated Project Outcomes—as a separate section. They are, therefore, indistinguishable.

Anticipated project outcomes (in terms of evaluation reporting):

1. Completion of "Sense-Able Parenting Modules".
2. Training 40 trainers.
3. Training 800 parents at an average cost of $39.70 per parent.

This project will provide a permanent network between the university, community agencies and the greater community.

III(c)—With the completion of this project, the basis for a two credit graduate course in Sense-Able Parenting will be finalized, increasing the flexibility of the institution's offering to the student group served.

III(d)—The very structure of the project calls for regionalization, and a thrust of the project in this direction is stated in Components 2 and 3.

Component 2: Leadership training approach for Sense-Able Parenting not previously available to participants.

Component 3: Regionalization of the project by developing a network of agencies on a regional basis to conduct the training workshops for community participants by community leaders to promote regional showing of an innovative program.

III(e)—The program developed by this project specifically meets the statement of training needs as specified in the Title XX Services Plan 1977–1978, Department of Social Services, State of Connecticut. Therefore, some 1,000 Title XX workers will qualify for support of tuition and text books under the Title XX training program.

JERRY ARNDT.
Subject: Report on Parent-Tutor-Parent Training Component.

The Parent-Training Component consists of six modules. Each module will consist of a 1½ hours time block. Modules are multisensory using sight, sound, taste-talk, and touching (hands) on the part of the instructor. Audio-visual equipment to be utilized includes cassette tapes for musical background, cassette tapes for specific interchanges (hearing component and hearing-seeing sensing) and slides (for developmental stages, for seeing and sensing and observing alone; and combining with sound for seeing-hearing sensing.

The instructor will have a knowledge of the parents needs through the use of a needs assessment form which each parent will complete. The instructor will also ask each parent to sign a contract to attend, arrive on time, and remain for the whole session. In addition, the instructors will be thoroughly trained in all components of this model. Additional training funds and support will be needed to insure ease, skillful presentation of the varied facets around cognitive knowledge as well as knowledge of experiments and techniques used to demonstrate points to complete the objectives of each module.

In reviewing the literature and working with parents the need to include the following areas become highlighted. Being a prevocated program, parents need to know the stages cognitive, affective, and physical development of their children. This knowledge will provide the parent with input and provide options to take into account these needs. Strategies for decisionmaking and problem solving approaches need to be encouraged. Flexibility around the growing, changing behavior of children will be encouraged with the parents being taught to use their *senses* in a *sense-able* manner.

In addition to becoming aware of the child's needs; research indicates that parents' needs and how well they are meeting them, will influence their behavior toward their children. Parents needs will be explored around the areas of being and doing.

In concretion of the program, the final session will be spent in direct application of the knowledge and skills of the previous sessions. Goals for parent behavior will be explored.

University, community involvement will continue at a high level as materials and approaches are to be continuously evaluated. Continued financial support will be needed to do this as well as support for training leaders from the various components of the community and translating this material into the language of the populace being worked with.

Module I: Developmental Needs/Parent Strategies to Enhance the Active Involvement of the Child

What children need will be presented. Methods parents can use will be demonstrated. Active involvement on the parents part will be encouraged.

Cassette tapes and slides to be used by the instructor.

Module II: Strategies Parents Can Use In Handling Problems Children Have.

Parents will be taught problem solving using options to meet childrens problems. Who owns the problem determines the strategy to be used.

Cassette tapes, slides, role playing and modeling will be provided by the instructor. Parents will work in a small group using the problem solving technique.

Module III: Specific Needs of Children at Different Ages (Also What Parents Need and How They Can Meet Their Needs).

Slides showing children at different ages will be shown with the instructor's presentation of childrens' needs at that age.

Parents are taught to observe behavior and state what they see using "I" statements.

Module IV: The Essence of the Parent in Contrast to the Behavior of the Parent

The relationship between how a parent thinks and feels about themselves and the effect on their behavior.

Emphasis on the importance of nurturing as opposed to criticism for growth and development.

Module V: Who Said What to Whom?

The use of sound only in a sense-able way. Parents will choose various ways to react to what they hear.

Active spontaneous reactions; active choice reactions and passive responses will be explored.

Module VI: Parenting.

Using slides and cassette tapes, parents will respond to specific incidents. Alternative responses will be encouraged (three).

How sight and sound trigger responses. Parents will be encouraged to avoid non-sense responses by staying the present behavior and stating what their senses report to them now.

Instructor models various ways of responding. Also demonstrates the use of non-verbal input for the parents.

The focus will be on specific children which the parent chooses. The instructor will model how a parent can build on strengths and use sense-able choices.

April 17, 1979.

Hon. William Ratchford,
Cannon Office Building,
Washington, D.C.

Dear Representative Ratchford: I am writing to express our concern about President Carter's fiscal year 1980 budget which calls for the elimination of funding under Titles I–A of the Higher Education Act.

Title I–A has provided federal support for community service and continuing education projects at institutions of higher education. This program not only has benefited many universities, but also has provided important services to the communities in Connecticut.

In 1977 the Criminial Justice Division at the University of New Haven obtained a grant in the amount of $6,356 under Title I–A to conduct a "Security Seminar for the Elderly". Seven workshops were conducted during the year of 1977–1978. A Crime Prevention Handbook for Senior Citizens was prepared and distributed to interested citizens. It is estimated that there are more than 6,000 people in the state who were directly or indirectly benefited by this program.

Enclosed please find a copy of the Handbook and some copies of news reprints concerning the project. If you consider the dollar value of the project, the Title I–A program probably represents the most cost-effective investment of federal funds.

We plead that you will give every consideration to restoring the funds for Title I–A and that you will support reauthorization for Title I–A of the Higher Education Act.

Thank you for your consideration.

Sincerely,

Henry C. Lee, Ph. D.,
Director, Forensic Science Program.

Enclosure.

Western Connecticut State College,
April 18, 1979.

Re Title I–A (HEA) refunding and reauthorization.

Hon. William Ratchford,
Cannon Office Building
Washington, D.C.

Dear Congressman Ratchford: I am writing to express my support for efforts to restore funding in FY 1980 to Title I–A of the Higher Education Act of 1965, under which post-secondary institutions have received support to provide community services and continuing education projects.

From April 1975 to June 1976, four colleges—Western, Central and Southern Connecticut State Colleges and the University of Bridgeport—ran a program entitled, "Building Better Communities Through Cable TV" under a Title I–A grant. The project's aim was to train local educational and civic leaders, as well as members of disadvantaged groups, to use public access and educational television channels to present programs of interest to local communities.

As our share of the activities, WestConn staff provided training services to interested individuals in the neighboring towns of New Milford, Winsted, Waterbury and Torrington, with the following resuults:

New Milford: The Public access channel, which had a five-year license to operate, had been unused during the first three years, and would have lapsed in 1977. WestConn staff trained members of the community to handle television equipment and to produce television programs. As a direct result, New Milford citizens are continuing to produce the public access programs begun under the Title I–A grant.

Waterbury: WestConn staff trained social service personnel to produce programs on public television, and these programs are still being offered.

As a spinoff effect, one of the trainees, who at that time was enrolled in a CETA program, was hired by Waterbury Hospital in a permanent full-time position to supervise its closed-circuit programs of operating room procedures for its medical students and staff.

Winsted: Civic and education leaders were trained in workshops by WestConn staff. Subsequently, the town of Winsted bought its own television equipment after receiving a grant from the Connecticut Humanities Council to continue its activities.

Torrington: WestConn staff trained a core group, which is now involved in training others to produce programs for public and educational television.

All of the above activities, undertaken in the WestConn component of the project, cost the Federal Government $7,080. (The cost to the Federal Government for the entire project was $30,000.) The population of the towns served in our area have received dramatic benefits, which, in 1975, would not have been offered to these communities in any other way. The College received favorable reactions from area groups for participating in this training program, an example of which can be seen in the enclosed article published in the Danbury News-Times on January 11, 1976.

We believe it would be a great loss to our communities, as well as to faculty and students of the postsecondary institutions, to discontinue the Title I–A program. This program provides services at a modest cost with far-reaching benefits to a large number of people. We strongly support all efforts to restore funding to the Title I–A program, and will be happy to furnish additional information on our experience with this Title I–A program if you wish it.

Sincerely,

ROBERT M. BERSL,
President.

[From the Danbury News-Times, Jan. 11, 1976]

RESIDENTS LEARN TV WORK TO PRODUCE PUBLIC SHOWS

(By Roger Galuska)

New Milford.—The local citizenry may soon see themselves as others do. That is, if a trial session training locals in cable television program production has the result Department of Consumer Affairs (DCA) officials would like it to have.

Classes in television camera work and production are under way at the First Congregational Church. But no betterment courses for bored housewives. It is a serious attempt at communication among the community's disadvantaged, says George Theisen, director of the program locally and director of the audiovisual and television center at Western Connecticut State College, Danbury.

Hopes are that townspeople, particularly those who are socially disadvantaged, will take over the television programming on the local public or municipal access channels. The program is part of a four-college consortium which include Wesconn, the University of Bridgeport, Central and Southern Connecticut State Colleges. Programs similar to the one in New Milford are being offered in other towns, mostly in western Connecticut.

New Milford, in one way, is a step ahead. It has a cable television advisory board among its municipal organizations. But it is a step behind in that, though the public access channel allows anyone with a knowledge of television operations and equipment to put on a program, the availability runs out in five years if not used. The channel has been in existence for three already, with no townspeople using it.

But on a recent morning, the church hall was bustling with people learning operations for an actual presentation on Butter Brook Hill, an elderly housing center.

On one camera is a motherly PTA member. Manning the sound is another matronly type. Save for a few young people scurrying here and there (from the college classes,) none looks like he or she would have ever found himself behind or before a television camera.

Bemusedly watching the proceedings is Hollis Huston, supervisor of DCA's Cable Television Assistance Unit. With him is Thomas Ciccalone, jokingly referred to as "the Unit." The two are the sole staff of this branch and operate on a budget of zero. They are mainly responsible for getting grants for programs such as the one in New Milford. (It received $3,500 and another application is being processed.)

The program was started about one and one-half years ago, although grants have only recently begun to filter down to towns. (The grants come mainly from the Commission on Higher Education.)

"We considered the government channel on cable television a very important community resource," said Huston. "Our aim is to get this channel as widely used as possible as a community forum."

So far, however, he has been met with mixed response. Some communities have been "very enthusiastic," others "completely apathetic" and "all shades in between."

In fact, the program is "moving more slowly than I had hoped," says Huston. "Part of the reason is the money crunch. Unless you get extremely cooperative cable operators, the towns face problems in access to equipment. The consortium can make it available for time but not permanently." In face of this, Huston says he is doing some "grantsmanship" in an attempt to get more money to the towns. New Milford, in fact, did have money allocated in its budget for such a program. But it was voted down by townspeople.

"With some, it's just real apathy," says Huston. "People have no concept of television other than as an entertainment medium, so the job often starts out in educating the public of its real value and its real service to the community."

Theisen sees the value of the cable for the disadvantaged groups. ("Unfortunately, I haven't seen a lot of people here I would like to see," he says. "I don't know why," and indeed, many of those in the current class seem the artsy-craftsy buff.)

He sees it as a real vehicle for the elderly and others. "They could run it," he says. "They are a reservoir of capable talent, and as they begin to develop expertise, they can help others.

"Basically," he says, the cable lies under "the big umbrella of communications. Many people are not aware of what groups are in town and what they are doing. Many in those categories themselves don't know what's available." In addition, syas Theisen, many members of minority or disadvantaged groups are afraid to approach what often seems to be a hard, cold bureaucracy. "This way, they can see the agencies and it's more human.

"It's not like CBS or any of those," he adds. "It's localized, and if well done can be a very human medium."

"We want to use television as it originally was," says Paula Hopper, a member of the training group—"a concept of communication between people."

Many of those in the group represent rather diverse elements. The guest roll lists representatives of the Jaycees, Youth Services, Divorced Men's Association, World Experience Program, Pratt Educational Center and Bahai faith group.

All are hopeful of the future of this experiment, none more so than the Rev. Russell Ayre, pastor of the First Congregational Church, himself a member of the cable advisory board.

He some day hopes to see equipment (costing between $2,000 for a portable videotape unit and $6,000 for stable cameras) housed in the library and available as books are on loan to townspeople. "We could bring public meetings, the selectman's meetings, etc. to the people," he says.

"It seems to me another viable way to bring the community together. And I think it's sorely needed."

SOUTHERN CONNECTICUT STATE COLLEGE,
New Haven, Conn., April 20, 1979.

Representative WILLIAM FORD,
Chairman of the Post Secondary Education Subcommittee, Board of Higher Education, Hartford, Conn.

DEAR REPRESENTATIVE FORD: I would like to take this opportunity to respectfully encourage your support for Title I–A of the Higher Education Act. As you know Title I–A has provided support for many important and creative community service and continuing education projects.

A review of the quality and extent of the various programs will clearly demonstrate that they helped expand our knowledge and understanding about a multitude of urgent social issues, and that thousands of Connecticut citizens have derived benefit from these cost-effective projects.

I urge you to use your good office and influence to continue the support of this significant legislation.

Sincerely yours,

BENJAMIN LEVY, PH. D.,
Director, Center of Urban Studies.

SOUTHERN CONNECTICUT STATE COLLEGE,
New Haven, Conn., April 23, 1979.

Representative WILLIAM RATCHFORD,
Cannon Office Building,
Washington, D.C.

DEAR REPRESENTATIVE RATCHFORD: I have recently learned that you will be participating in the field hearings on the reauthorization of Title I-A of the Higher Education Act on April 27. Since you were kind enough to write a letter of support for my recent project related to alleviating selected problems of the elderly through music, it seemed appropriate at this time to give you a brief summary of what has been accomplished to date as well as what is planned for the future by way of lending support (pointing up the need) for such reauthorization.

Based on the worth of the project, I was granted a sabbatical leave from Southern Connecticut State College for the fall semester of 1978 in order to conduct a series of music workshops for training personnel working with the elderly. These workshops were designed to emphasize the beneficial and therapeutic effects resulting from actual participation in selected music activities. To date nearly a thousand participants in three New England states—Connecticut, New Hampshire and Maine—have been served.

Evaluations by participants as well as by coordinators of the 3 states indicate that the project has been most successful. The Therapeutic Recreation Consultant from the Connecticut State Department of Health has informed me that on-site visits to nursing homes and other health care facilities reveal that the program is definitely in action as evidenced by workshop participants conducting the activities in their own settings and meeting with success in doing so. Even more important, their elderly and handicapped patients are benefiting.

Apparently word has spread, for we have recently received inquiries from Rhode Island, Massachusetts and New York about the possibility of doing similar workshops in those states. Meanwhile, New Hampshire is planning to offer two additional workshops in June to accommodate those who were unable to attend the fall sessions. Location of these will enable personnel from Vermont to take part also.

Having worked so closely with these participants and having witnessed their commitment to their elderly patients as well as their eagerness to learn more ways to improve the physical and psychological well being of their patients, I must express to you my deep concern regarding the need for refunding and reauthorization of Title IA HEA. The eyes of many of those to whom the sparkle has been returned through this project and others like it will be most grateful.

Thank you again for your support.

Sincerely,

PHYLLIS GELINEAU,
Professor of Music.

ST. JOSEPH COLLEGE,
West Hartford, Conn., April 23, 1979.

Representative ROBERT N. GIAIMO,
Rayburn House Office Building,
Washington, D.C.

DEAR CONGRESSMAN GIAIMO: We at St. Joseph College are dismayed to learn that the budget for fiscal year 1980 contains no funds for Title IA of the Higher Education Act.

This College has received IA funding for three community service/continuing education programs within the last few years. These programs could not have been offered to special needs groups in the Greater Hartford area without funding from the Title IA appropriations.

We support refunding of Title IA of the Higher Education Act. Any assistance which you can give to reauthorization will be greatly appreciated by St. Joseph College.

Thank you for your consideration of our views.

Sincerely,

BARBARA B. CHAMBERS,
Director, Community Interest Programs.

TRINITY COLLEGE,
Hartford, Conn. April 23, 1979.

Hon. WILLIAM FORD,
Chairman, Post-Secondary Education Committee of the House Committee on Education and Labor, House of Representatives, Washington, D.C.

DEAR MR. FORD: I am delighted that you are visiting Connecticut as a part of your attempt to assess the effectiveness of programs sponsored under Title I, Higher Education Act, 1965. I have been directly involved with no less than five programs sponsored under this title, and can attest to both the weaknesses and strengths of the concept.

The chief strength of the program is that it enables the resources of colleges and universities to be used in solving and ameliorating problems facing our society. The weakness of some programs has been that too many projects have originated on campuses without sufficient participation of the ultimate beneficiaries in the planning stage.

But the major point I wish to stress is that there is a tremendous need in our communities, especially the urban centers, for services which can be provided by post-secondary institutions. Let me illustrate by citing one of the programs I was responsible for: the Trinity-Rensselaer Institute for Community Education (TRICE). This two-and-a-half year demonstration project identified community needs for non-credit education and training of all kinds, and then found the suitable talent (not necessarily a college instructor) to provide the course or workshop to meet the need. The two-person stay initiated and conducted a total of 46 different courses of varying durations, covering such varied subjects as environmental economics, public relations for community groups, proposal writing, social goals of zoning and land use planning, neighborhoods preservation, urban homesteading, tenants/landlord law and code enforcement, the political process for Hispanic community organizations, effective participation on public policy boards, city and town development, Connecticut and Federal educational law, city government budgeting process, and many others.

All of these subjects were developed in response to an expressed need by some community organization or agency. There was a high level of participation and interest in the courses and workshops and the evaluations (which I can share with you) were almost universally positive.

The point of this success story is simple: there was no other community agency which was able to continue the type of community education initiated by TRICE. The need continues and it is unmet. Without additional resources, especially crucial in these days of shrinking budgets, colleges and universities will be unable to contribute their considerable talents toward a better society. In my opinion, that eventuality would be a tragic loss. I hope your committee endorses the continuation of the Title I programs to enable post-secondary institutions to serve their communities more effectively.

Sincerely,

IVAN A. BACKER,
Director of Community Education.

THE COUNSELING CENTER,
HARTFORD COLLEGE FOR WOMEN,
Hartford, Conn., April 27, 1979.

Re Reauthorization of title I–A of the Higher Education Act.
To: Congressman William D. Ford, Chairman
House Subcommittee on Postsecondary Education, Committee on Education and Labor.
From: Mary Merritt, Director.

Title I of the Higher Education Act of 1965 gave birth to the Counseling Center of Hartford College for Women by providing the funds for the initial needs assessment and the pilot year of the program. A $12,900 grant launched the Identification Project in 1967, which studied employment and education needs of mature women in the Greater Hartford community. The following year the Program to Establish a Counseling Service for Mature Women of the Capitol Area was awarded a $25,000 grant; both were administered by the Connecticut Commission on Aid to Higher Education.

Consider what that $39,900 has accomplished.

The Counseling Center of Hartford College for Women was one of the first educational and career counseling centers for women in the country. From the beginning it has been clearly identified with women's needs in its career counseling, vocational testing and employment referral services, and its personal development workshops and job-related training programs. The Center has pioneered in a number of projects that have provided new employment opportunities or otherwise enhanced the status of women:

(1) Introduced in Connecticut the partnership and shared position approach to teaching, during a period of acute teacher shortage (1968–71). Applying Partnerships to Teaching program (APT) placed 138 women in shared or part-time professional teaching positions at both the elementary and secondary levels in 17 school systems of Greater Hartford. Participants were trained, experienced teachers who, because of the pressure of family responsibilities, were unable to take on a full time position. The Counseling Center recruited, screened and referred applicants to school systems which did the hiring. APT was funded for three years under EPDA, Part B, subpart 2.

(2) On a pilot basis, with the State Department of Welfare, extended the partnership of mature, college-trained women to social service positions to alleviate the high turnover rate among the young case workers (1970). Partnerships in Welfare program placed 19 women. A change in State administration ended recruitment of new candidates.

(3) Organized a demonstration project in training administrative assistants to work with urban centered programs (1970). The Urban Generalist program recruited 30 participants: one-third each from three groups—inner city unemployed women; suburban women; minority men and women employees of local poverty agencies. Program included information, sensitizing to city-suburban values, placement of inner city women. Funded by State Department of Community Affairs.

(4) Established a unique series of workshops on career development for women in business to upgrade women employed in area insurance companies, banks and industries, and to assist employers with their affirmative action programs (1973-present). To date over 425 women have taken part in 14 groups of Career Development for Women in Business. Another 89 have taken follow-up workshops for middle management personnel—Leadership, Management and Performance Effectiveness. Both have been presented in cooperation with University of Connecticut School of Business Administration.

(5) Offered the first training of legal assistants in Connecticut (1974–present). Nine non-credit courses have been developed in cooperation with the Connecticut State Bar Association (Basics for Legal Assistants, Civil Litigation, Estate Administration, Real Estate Transactions, Advanced Title Search, Family Law, Pensions, Law Library Techniques and Tax). (Certificates are awarded on completion of each course except Basics.) Total enrollment in Legal Assistant Training Program courses is now well over 500.

(6) Presented the first basic course in money management for women in the Greater Hartford area (1975–present). Money Matters—over 400 enrollees in general information series and mini-courses (e.g., Budgeting, Investments).

(7) Developed an innovative high school math review program designed to overcome math anxiety and avoidance among adult women and to lead into college level courses (1976–present). Steppingstone Math has enrolled 102.

A large proportion of the clientele of The Center has always been made up of people who fit the definition of "displaced homemaker", and the number of clients in this category is increasing. A recent eight-month spot survey indicated 30 percent of The Counseling Center's clientele fits this description. A longitudinal survey based on a 6 percent sampling of The Counseling Center's clientele over its 11-year experience shows that 19 percent meet the most conservative definition of "displaced homemaker". In another six-month sample period (December, 1976 to May, 1977) 51 percent of our clientele were single female heads of households, with 28 percent of these in the 40 and up age bracket.

Our extensive work with this clientele has made the counseling staff particularly sensitive to the employment and personal needs of women in this age group and has resulted in the development of three recent programs.

1. A series of colloquia, The Middle Years: Private Crises and Public Issues of Prime Time, presented under a grant from the Connecticut Humanities Council. (Spring, 1977)
2. A combination information and group counseling process for recent widows, called Begin Again. (1977–present)

3. A new two-stage program, Access for Women to Technology and Women in Technology, planned with the displaced homemaker in mind, has been designed to put adult women in the running for careers in technology-based businesses and industries.

The program is being offered jointly by The Counseling Center and Hartford State Technical College. It is made possible through funding under Title I, Part A of the Educational Amendment of 1976 administered by the State of Connecticut Board of Higher Education.

Seventy-five adult women were selected during the fall of 1978 and are now taking a specially designed program of tech-entry orientation and skill-building in math and science under Access for Women to Technology. (AWT)

The second stage, Women in Technology (WIT), also funded under Title I–A, will take place during the academic year 1979–80 and will provide specific technology training leading to identified employment opportunities in area industries. Together, AWT and WIT have been designated for a total of approximately $82,000 in Title I–A funds for fiscal years 1978 and 1979.

A third component that will complete the model, Women in Technology Training—otherwise Employed (WITT–E), is designed to provide training for the 35–40 of the original group who must attend evening classes on a part-time schedule because they are already employed. WITT–E was submitted to the Fund for the Improvement of Postsecondary Education in March, 1979.

Counseling and support services are built into the program. Additional goals of AWT, WIT and WITT–E are to encourage curriculum flexibility in technology training institutions and increase their awareness of the special needs of adult women entering non-traditional fields.

Because of its concern about the problems of displaced homemakers and its awareness of the necessity for more thorough and reliable needs assessment for this population of women, in 1978 The Counseling Center added the staff position of Director of Research with funding from the Hartford Foundation for Public Giving. Combining research capacity with daily experience with the client group and with the delivery of specific program services for displaced homemakers has put The Counseling Center in the unique position of multi-level contract with the target population.

Under a contract with the Connecticut Department of Education, Division of Vocational Education, The Counseling Center is now conducting a survey and assessment of services available to displaced homemakers in Connecticut. The project will be completed in mid-July.

The Counseling Center is a member of the Hartford Women's Project, a consortium of 13 women's groups in the city of Hartford formed to promote cooperation and coordination among organizations serving women. The project is currently funded by federal CETA money to provide paid employees for the member organizations.

The Counseling Center also initiated the formation of Network, a more broadly-based consortium of 44 organizations in the Hartford area, again, designed to promote cooperation and communication among groups serving various segments of the population of women.

The Center is a division of Hartford College for Women, an independent, two-year transfer college with a strong liberal arts tradition, and is now almost entirely self-supporting.

Over the years, The Center has served an increasing number of women. Up to May, 1973, approximately 2928 women were directly served by The Center, either in counseling or information and placement programs. In the last three years alone, The Center has served 1591 in individual counseling sessions, 181 in vocational interest testing, 1407 in job referrals, resulting in 111 placements, and 211 in group counseling, including support groups for widows.

It has expanded from the original three-member staff, the full time equivalent of 1.5, to today's full-time equivalent of 7.8. In the last two years alone at least one quarter of counseling service fees were waived because of need of the clientele.

The purpose of bringing all this out is to demonstrate that Title I–A can be the fertilizer that turns acorn into oak.

In its eleven years, The Counseling Center of Hartford College for Women has mirrored the vast social changes that women have been experiencing. Eleven years ago, Title I was funding a somewhat novel, if worthy, idea that mature women wishing to continue their education or return to work, for whatever reason, might be an "untapped natural resource". Title I's experiment made possible all those eleven years of forward-looking service to an increasingly wide range of women.

Today, Title I–A's Women in Technology project is part of that continuum and is again breaking new ground.

We, at The Counseling Center, pride ourselves on our proven ability to look ahead to that tiny speck on the horizon that eventually becomes a program or service. Our clientele gives us the clue to what's needed, what issues are shaping themselves for and with women. But we can't do it alone.

Title I has encouraged institutions of higher education to look beyond themselves to their communities and to ways of jointly solving community problems. In the context of this present era of dropping enrollments, this has proven to be an extremely helpful exercise for many institutions as they finally discover the adult student.

As administered in Connecticut, Title I or I–A has been a funding source (though much too modest) that has enabled even small institutions to participate, on an equal footing, with large universities. Because of the kind of help the Connecticut administrators, Donald Meyer and Phyllis Lary, have been able and willing to give, it has served as a useful training ground for the inexperienced program staff of smaller institutions that do not enjoy the luxury of staff whose sole responsibility is to fire off proposals to Washington.

It has been a responsive and responsible source of funding. In working with the Title I–A administrator in your state, you are dealing with a live person who is approachable, who returns phone calls, whom you may have even met. You are not dropping a proposal into a bureaucratic well shaft from which the only sound that returns, many times, is your own pre-addressed enclosed postcard, signaling that someone has at least taken it from the postman. We say this not just as a recent Title I–A co-grantee; several of our proposals over the years were not funded and in retrospect, probably did not deserve to be.

The pluses of having a funding source that is close to home, that is approachable, helpful and flexible (while adhering to specific guidelines) cannot be underestimated.

We strongly urge that appropriations for Title I–A be continued. The funding level should be increased and the program cost share ratio of ⅔ to ⅓ maintained.

State of Connecticut,
Board of Higher Education,
Hartford, Conn., April 24, 1979.

Hon. Robert N. Giaimo,
Rayburn House Office Building,
Washington, D.C.

Dear Congressman Giaimo: I am writing to seek your support for two Federal programs which we discussed briefly when I visited with you in Washington March 5. These are:

Title I–A of the Higher Education Act which provides federal support for community service and continuing education projects at institutions of higher education, and

Education Information Centers, (part A, subpart 6 of Title IV HEA) which provided funds to states to make information available on postsecondary education, particularly as it relates to jobs.

These programs were not recommended for funding in the administration's fiscal year 1980 budget. Both are small programs which we believe make exceptionally effective use of low levels of Federal support. The Board of Higher Education is convinced they warrant continued funding.

Title I–A (HEA) has been funded at $16 million in fiscal year 1978 and fiscal year 1979, bringing $211,243 to Connecticut for administration and grants in those years; Educational Information Centers (EICs) have been funded at $2 million for fiscal year 1978 and $3 million for fiscal year 1978, bringing $50,000 to Connecticut each year.

The accomplishments and potential of Title I–A have been described in our April 4 letter sent to your office. Briefly, Title I–A has provided the means for institutions to design and test new approaches to community problems and new methods for helping adults acquire training and retraining. In your district, several recent successful community service projects involving elderly citizens and crime prevention services have been based at the University of New Haven.

Educational Information Centers have just started to get under way nationwide and offer an extremely promising and cost-effective way of getting educational information to people who need it, particularly adults planning for career changes and job upgrading.

New Jersey, supported by Representative Edward J. Patten, who introduced the original legislation, has been far ahead of the rest of the country in this effort and has coordinated the use of state and federal funds for the program. New Jersey's Department of Higher Education is preparing to celebrate the answering of the 5,000th call to the Educational Information Hotline.

Other states, including Connecticut, are just completing planning for Educational Information programs. A concerted effort is under way here to coordinate the educational information resources of postsecondary institutions, libraries, community service agencies and other programs, including the Connecticut Talent Assistance Cooperative (CONNTAC), the State Occupational Information Coordinating Committee (SOICC), and projects funded by Title I-A (HEA), the Bureau of Vocational Education of the State Department of Education, and Titles II and VII of the Comprehensive Employment and Training Act.

The Office of Policy and Management is recommending that the state fund an educational counselor located at the Hartford Job Center and donate space for a statewide education information and referral toll-free telephone service. The Southern New England Telephone Company has offered advice on setting up the phone service.

However, although we now have devised a strong plan and have enough carryover funds to run a pilot program for one year, if the federal funding vanishes we will be left with an important program in concept and no way to implement and administer it.

The EIC program is one of the few Federal initiatives which is aimed at the education and training problems of adults who are not CETA eligible. The program, with its state matching requirement and its potential for linking already existing programs, offers real promise for delivering useful and needed services to adults at a very small cost to the taxpayer. I, therefore, urge your support of the $5 million recommended for EIC funding by Representative Edward J. Patten of New Jersey.

With best personal wishes,

Sincerely,

Michael D. Usdan,
Commissioner.

REAUTHORIZATION OF THE HIGHER EDUCATION ACT AND RELATED MEASURES

Part 2—Lifelong Learning

FRIDAY, APRIL 27, 1979

House of Representatives,
Subcommittee on Postsecondary Education of the
Committee on Education and Labor,
Waterbury, Conn.

The subcommittee met, pursuant to recess, at 1:35 p.m., in room 311-12, Mattatuck Building, Higher Education Center, Mattatuck Community College, Waterbury, Conn., Hon. William D. Ford (chairman of the subcommittee) presiding.

Members present: Representatives Ford and Ratchford.

Staff present: Thomas R. Wolanin, staff director, Patricia F. Rissler, deputy staff director, William Clohan, minority education counsel; Jennifer W. Vance, minority legislative associate; Cliff Johnson, Congressman Ratchford's staff.

Mr. Ford. The Subcommittee on Postsecondary Education is meeting for the second time today in Connecticut at the invitation of Congressman Bill Ratchford, a new but already valuable and important member of the panel.

Bill, as I stated this morning, is obviously a person of some influence on the committee since he's able to get hearings in his State before the chairman is able to get them in his own State. But really I wanted to see how the people reacted out here. If he gets away with it, I may try it out in Michigan.

The field hearings are being held in connection with our efforts to build a record prior to beginning to rewrite all of the Higher Education Act of 1965, as it's been amended over the years since then, and to affirm or revise or in some cases perhaps abolish existing programs that have been on the books for some time.

This afternoon several of Congressman Ratchford's constituents will speak with us about local projects, and we will also hear from spokesmen from two national associations, the American Association of Community and Junior Colleges, and the National University Extension Association.

We have asked the witnesses during the hearings here in Connecticut, because of the format that we're following to develop the record for reauthorization, to address themselves primarily to title I of the Higher Education Act which provides grants for community service and continuing education programs.

I sincerely appreciate, as the chairman of this committee, Bill Ratchford's invitation to our committee to hold these hearings in his State, and I'm very grateful for his efforts in making all the arrangements. I might also say that he has kept us on time today up until now.

I thought that the hearings this morning in Hartford were very productive and for the relatively short time we were able to spend, very worthwhile, in adding to the record.

I might say, Bill, that this is the first invitation out of town that we've accepted since we accepted the invitation of the People's Republic of China to meet with them on educational problems during Easter recess. So this is a great way to become reoriented to our old problems, although I think most of us were amazed at the similarities more than we were the differences.

When we talked about people in higher education, even in that very regimented Communist country, we found that their concerns were very much like the concerns we hear here at home. It also gave some of us the impression that, while we are struggling, we are not doing so bad in the eyes of the people of the world as we are in our own self-critical appraisal of our own achievements.

I would like to recognize Congressman Ratchford for an opening statement, if he wishes to make one, before we call the witnesses forward.

Mr. RATCHFORD. Thank you very much, Congressman Ford. First of all I would like to welcome you officially to the Fifth Congressional District. We know the demands on your time. We know that throughout the United States you are recognized as the expert on the subject of higher education. We know that in difficult economic times the problems encountered by every sector of higher education to meet the responsibility of providing quality education are that much more difficult. But we also know, given the fact that you are here today, that you are concerned about the whole subject of community-based education and adult education, which is the subject of our hearing here this afternoon.

Connecticut has a tradition, and this district has a tradition, of recognizing that education is not something that ends at any grade level but is in fact part of the continuum of life. In fact, some of the more creative work that has been done in the area of adult education has been done in this district. You have reviewed the grants that have come to the State of Connecticut. You've seen programs for consumer education, for work with the handicapped, for work with minority groups, for work with the disadvantaged, and for work with those over the age of 60. The college student today is a very different college student from the student that many of us knew when we were on college campuses, the prototype or stereotype of the college student between the age of 18 and 22.

I taught an evening class in one of our State colleges where the youngest student was 17. The oldest student was 67. And when I gave my middle-aged view of the Depression, I was immediately corrected by the 67-year-old student in class.

I believe this diversity improves and enhances the quality of education in America today. I am concerned that, with the budget crunch, we may sacrifice all of these programs on the altar of inflation. While it is important to set priorities, while it's important to move toward a balanced budget, I hope that this does not occur in a direction that would remove the quality of title I of the Higher Education Act and the programs which it sponsors in this country.

In this district, I know of the innovative work in adult education and community-based education, and I know we will hear from a number of witnesses on that subject today. However, this being the largest and most significant city in the Fifth Congressional District, a city that has long involved itself with adult and community-based education, I felt it appropriate to open the hearings this afternoon with the individual who has all the responsibility of the city of Waterbury, an old but growing and proud community, a very important community, and a community with good leadership.

I would like to request that we deviate from the set schedule to hear from the chief executive of the city of Waterbury, a good friend with a major responsibility and a concern for education, Hon. Mayor Edward Bergin from the city of Waterbury.

Mayor Bergin, if you would?

Mr. Ford. Mr. Mayor, we'd be pleased to hear from you.

STATEMENT OF HON. EDWARD BERGIN, MAYOR, CITY OF WATERBURY, CONN.

Mr. Bergin. Thank you very much, Congressman. It's a pleasure to welcome you to Waterbury on behalf of all the citizens of Waterbury and the greater area.

I think Congressman Ratchford's comments in his opening statement sort of covered the field, so to speak. The quality of life in our area is enhanced a great deal by the community based, the adult, and the general educational facilities that we have.

As I'm sure you are well aware of, I'm sure back in your home district, you hear the same hue and cry from most mayors in that the cuts or the emphasis to reduce expenditures on the Federal level are falling hardest on the local communities. There is a limitation. I believe all Waterbury is very proud of the efforts we've made both in our regular educational programs for our adults and the support we've given the community colleges within our area. But there is a limitation of what slack or what financial resources we have on the local level. It's my feeling that the emphasis, the direction that has been forthcoming in past years has to be continued, that this continuation in the educational field helps immensely with the quality of life and the opportunities afforded our general public.

We welcome you to our community. We would just ask your continued support for the many programs so vital to our local community continue in the future and the influence that you obviously have and the respect that you obviously have on fellow colleagues, that you use that for the benefit of these programs that are so worthwhile and so necessary for our community.

I thank you for the opportunity. I hope you enjoy your stay. I apologize I didn't have the sunshine.

Mr. Ratchford. Thank you, mayor.

Mr. Ford. Thank you. I would like to observe to you that I'm in my eighth term in Congress now. But I think I, until very recently had spent more time in local government than in Congress. And I also want to tell you it's a lot easier in Congress than it is at the local level. I was a city attorney for a couple of communities that are now in my district during the fifties and into the early sixties during our rapid growth period. I had to sit through zoning meetings, planning meetings, and council meetings while citizens exercised their democratic rights with respect to the mayor and the council.

There is a direct correlation between the comfort factor and the distance between you and your constituents, I can assure you. At least once a week we get a chance to switch constituencies from Washington to back home. I know that sitting in city hall is sitting on a hot seat all the time. There are many of us with local government background who have that kind of sympathy for your problems. That weighs very heavily in terms of our efforts to maintain help for local government.

I'd like to ask you a couple of questions. Since I have not had a chance to become familiar with the way local government operates in this State except in general terms, I assume that the principal source of income for operating your city comes from property tax.

Mr. BERGIN. In Connecticut, cities are limited to one source of taxation, property tax, with certain fees, which are minimal. As a matter of fact I have a budget due tomorrow which we are voting on at 11. We have a three-tiered budget. I present a budget due to the finance board due tomorrow and changes in funding and grants from the State and the Federal Government are necessitating some $1,600,000 reduction in the appropriation. As a former local person when you reduce the appropriation you reduce the services that you can give. Local government in Connecticut is very severely limited insofar as the property tax.

I would point out the taxing effort at the local level in Connecticut either beats or surpasses anyplace else in the country.

Mr. FORD. You have a separate and additional tax to support activities such as this community college?

Mr. BERGIN. No. These are basically either through grants through the State or Federal Government.

Mr. FORD. There is no local taxation?

Mr. BERGIN. No. There is absolutely no local taxation. The population makeup of our community for various obvious reasons, a blue collar industrial town. We are not in the higher category insofar as salaries and the educational opportunities have been greatly enhanced in recent years with the buildup of the local base community colleges. It's given a great number of individuals, both young, middle-aged, and older a chance to get an education that they could not afford before.

Looking at the cost of college, private institutions or State institutions, I have a 7-year-old son. I honestly shudder to think what a year of college 13 or 14 years down the line is going to cost, the limitation that financial burden is going to place on a great number of people who just won't be able to afford it.

We've seen a great number of students get educations who absolutely could not anyplace else.

Mr. FORD. Thank you very much.

Mr. RATCHFORD. I simply would observe that with the budget debate going on, there's a strong feeling that we have to get a better handle on the budget process at the Federal level, that restraint is necessary, that we need to turn the corner on inflation and move toward a balanced budget.

Still, I don't feel that all the sacrifice needs to be in the area of social services or city-based programs. Specifically, you need to know that I will be among those next week working to insure that the House restores funds for the State share of revenue sharing for fiscal year 1980. If that doesn't occur, it will shift an even greater burden on the taxpayers at the local level.

Mr. **Bergin**. I would make one further point. The Congressman said he was in local government in the days when the money flowed free. Many great and worthwhile programs were started and have helped to enhance the quality of life throughout the country and enhanced the opportunities for both our young, middle-aged, and older citizens and to see those reduced in any way, shape, or form, or the emphasis changed will change the quality of life in our country generally and the economic and real future of our country.

So I would hope that those in Congress would take a very, very hard look at the areas that they're looking to cut. I would agree that inflation is the No. 1 concern. It affects our budget as much as the household budget. All levels of government are affected.

But balancing the budget at the expense of many of these programs will just add to the problems of the country in general and in the future. I think there has to be a balance of the attitude in Congress. This desire to balance a budget that has not been balanced in so many years, I think it would be very detrimental and harmful both to us locally and to the State and Nation in the future.

Mr. **Ford**. Maybe we ought to take advantage this afternoon to lobby you a little bit. I take it that your State is not one that has passed a resolution calling for a constitutional convention to balance the budget.

Mr. **Bergin**. I personally am opposed to that. I believe that Governor Grasso has come out against it. I wouldn't want to speak for her. It's a feeling of many elected officials within the State that that type of constitutional convention or that type of restriction placed on the Federal Government would be catastrophic in years to come.

Mr. **Ford**. If you watch next week there will be a substitute for the budget resolution offered by a member of the committee from Wisconsin who has had the staff prepare a balanced budget and although it's a dangerous kind of thing to do, he at this point intends to present it so that people will have a chance to see what a balanced budget means. He's balanced the budget very readily by eliminating revenue sharing, CETA, and a number of other programs, economic development money. It was very easy, and he has a breakdown showing State by State what it cost to balance the Federal budget.

I think it is his intention to focus national attention on the politicians, like the Governor of California who went running around saying that we could wave a magic wand and balance the budget and nothing will change.

But it's interesting to note that he, as most of us on this committee, who are strong supporters of Federal aid to education, believe that one of the places where we're most likely to be hurt is in education, because we just can't compete with other kinds of urgent needs when things get tough.

Just this week we picked up a potential $1 or $2 billion additional Federal obligation because of tornados and floods, something that 2 weeks ago wasn't even being discussed as a part of this year's budget. For example, we didn't know a few months ago that Iran was going to fall and result in an increase in the cost of oil and other impacts on our budget.

The day before yesterday the U.S. Senate decided to buy some ships that had been ordered by Iran. So there is another $700 million dumped in our lap, which they say is a bargain. It probably is. But if we had a balanced budget, we couldn't do these things. We'd be telling people in Mississippi Valley and in Texas that had the tornados and floods, "Sorry, we'll be back to help you recover next year because we can't change this year's budget."

It's very difficult for a politician. It's easier for me to say this in Connecticut than it is in Michigan.

Mr. **Ratchford**. I'll come to Michigan.

Mr. **Ford**. And say our delegation has served notice on our friends and leaders in the State legislature.

Mr. **Bergin**. Congressman, I would suggest not "cutting off your nose to spite your face" syndrome that's going around the country. You mentioned the good Governor of California. I would point out that he is probably guilty of the most overtaxation on a State level of any Governor in the history of a State when he came in with a 30-plus percent budget surplus and probably gave the greatest impetus to the idea of balacing the Federal budget.

I watch with great interest the budget that is being proposed as the alternate for a balanced budget. In my dealings with the Federal Government, I know the bureaucracy thereof, and I find it very hard to believe anybody can really get a firm handle on every dollar the Federal Government has spent from a very practical accounting point of view. I don't think you can accomplish a dollar-for-dollar balanced budget just from an accounting sense on the Federal level.

I couldn't agree with you more. The cuts come where we can least afford it, which would affect the Government and the Nation in the future in the greatest way, social, educational, and basic services that are provided by local and State government.

I would hope you would use your influence with your congressional delegation. As I've said before, speaking with many of the elected officials within both local and State government, we in Connecticut fully recognize the impact of proposals that are going forth. But in local government we can see, feel, that impact probably more than anyone else, and we have a great start with the funding of programs in the educational field that have come from the Federal Government.

To see those diminished in any way, shape, or form I feel would be a great detriment both to our community and our country.

I thank you for this opportunity. If I can be of service or be of assistance in lobbying any of our delegations, Mr. Ratchford, who's our congressional Representative and has been very active over the years in supporting many of the same programs that you are working to support today, my office and community, I think, will stand behind him in his efforts and in your efforts to assure that the Federal Government meets a commitment which has been made in the past, and will benefit the country greater each year as that commitment is met.

Mr. FORD. Thank you very much, Mr. Mayor,

Mr. RATCHFORD. Thank you. A good statement.

Mr. FORD. I call on John Bushey, dean of continuing education, University of Vermont, appearing for the National University Extension Association.

[Prepared statement of John Bushey follows:]

STATEMENT OF JOHN BUSHEY, DEAN, CONTINUING EDUCATION, UNIVERSITY OF VERMONT

Mr. Chairman, I am John Bushey, Dean of Continuing Education at the University of Vermont. I am speaking for the National University Extension Association and the National Association of State Universities and Land-Grant Colleges. My institution is a member of both Associations. The members of NUEA are 275 colleges and universities, the major colleges and universities that conduct extension and continuing education programs. NASULGC represents 140 major public universities.

THE OBJECTIVE OF TITLE I

Fifteen years ago the leaders of these Associations were at the forefront of those working with the Congress to develop and enact Title I. We saw Title I as implementing the objective expressed by the President in his education message in 1964 when he said "The time has come for us to help the university to face the problems of the city as it once faced the problems of the farm."

The authors of Title I were responding to an important need of the American people and of our nation then, and an equally important need now. This is the need for people to acquire and apply knowledge to take constructive action with respect to community problems, needs and issues; to improve their performance in their businesses and jobs; to improve their levels of living; and to improve the quality of their lives.

Increasingly in this country, with our rapidly changing society, education must be a lifelong process. None of us learns all we will need to know in the formal educational process of our youth. Situations change and we need new knowledge for dealing with the new situations. Employment opportunities change and people need new knowledge for new jobs. New Knowledge is developed at an increasing rate and this must be applied if we are going to reap the benefits of research. The application of knowledge in the affairs of business, public agencies, and the work and lives of people is fundamental to progress in solving public problems and to advancing productivity in our economy. Almost any kind of progress in the public sphere is dependent on knowledgeable citizens, from developing a better national energy policy to solving waste disposal problems in a town along the Connecticut River.

Colleges and universities are in an excellent position to serve many of these needs for knowledge. They have within their staffs people expert in a very wide range of fields. Their research is the source of much of the new knowledge. They have staffs skilled in educational programs to serve needs of adults and perhaps most importantly, they are widely respected as unbiased sources of reliable information and analysis. While other sources of information may be suspect, universities are highly regarded as places to obtain reliable facts. The expectation of the authors of Title I that it would be the means of providing broad Federal support to educational institutions for programs serving these needs has not been fully realized.

Colleges and universities have acted to serve many of these needs for knowledge. The members of our Associations are dedicated to public service, to serving the needs of the public for education. They conduct courses on a wide range of subjects, taught for adults at times and places convenient to them—on weekends, in the evening, in communities, in factories, and on the campuses. They conduct a multitude of conferences, short courses and seminars. They conduct educational programs by correspondence, by television, radio and newspaper. These programs serve people seeking training and credentials for employment, people who want to update or broaden their skills, people wanting knowledge and skills for dealing with public issues, people wanting to improve their family living, or want to pursue intellectual or cultural interests.

TITLE I GRANTS HAVE BEEN A GREAT HELP TO UNIVERSITIES

Large numbers of institutions have been able to get started in continuing education by receiving grants provided under Title I, Part A of the Higher Education Act. This is especially true of small institutions with limited financial resources. Today hundreds of colleges and universities that got their start in continuing education with Title I grants are conducting continuing education programs that serve needs of citizens in their communities.

Many institutions have been able to develop, test and establish new programs serving important needs that would not have been possible without Title I grants. An institution with very limited funds for continuing education programs frequently does not have the "front money" needed to develop a new program, or if it does, cannot afford to risk its resources on development costs for a program that may not succeed in generating enough participant fees to pay its costs. In this situation, small amounts of money provided through Title I grants have large and continuing impacts on programs. Such financing of creativity, innovation and vitality in programs through risk capital is an important function of government.

A program called "Elderhostel" is a fine example of this principle. Several years ago the University of New Hampshire, with a Title I grant, established a program for senior citizens conducted in campus facilities during the summer months, with a special curriculum to serve special needs of older citizens. The program was outstandingly successful. It has been adopted by other colleges and universities. In 1978, 230 colleges and universities in 38 states conducted Elderhostel programs.

We have a good example of this "front money" principle from my institution, the University of Vermont. With Title I funds we have developed a project on Tourism and Travel Development, which is seeking to raise the level of public awareness and support for the State's vital tourist industry, as well as to provide interpersonal skills for travel industry employees. Less than one year into the program, the project has received state-wide support from Ski Area Associations, the State Development Office and private entrepreneurs, and has generated much enthusiasm among the employees themselves, many of whom appreciate the opportunity to upgrade their training and skills. Requests for continued workshop and training programs for next year are sufficient for the Program Directors to plan for an expanded, financially self-supporting project.

Educational programs designed to help people apply knowledge to save energy in their homes and businesses were financed with Title I grants as long as seven years ago. These programs, some continued and expanded with state appropriations, became prototypes for the Energy Extension program enacted by Congress two years ago. These Title I projects provide a basis of program experience on which to base the new Energy Extension Service financed by Congress through the budget of the Federal Department of Energy.

This has been one of the major achievements of Title I, Part A—to enable many institutions to develop continuing education competencies and establish programs that then were financed through user fees or in some other way. This continues to be an important need of educational institutions. Title I continues to be very important as a means of obtaining small amounts of funds for short periods to develop, test, and establish new programs to serve unmet needs for education. The need is greater than the current level of appropriations will fund. There is no other source of public funds that serves this need.

Title I, Part A has served another important need. It has provided a means of financing projects or programs to serve a community need that could be served in a short period of time with a relatively small grant to supplement the resources of the institution. There are many needs for such projects, projects that cannot be funded in other ways. For example, the University of Connecticut, with Title I funds, responded to a need of the Red Cross for trained people to help in its bloodmobile programs. In cooperation with the Red Cross, the University is training young people from low income and minority familes to serve as "Blood Program Assistants," thus preparing these young people for employment, serving an important need of hospitals and the Red Cross, and helping these young people get started on health careers.

NUEA AND NASULGC RECOMMEND

The Congress through appropriations has recognized these important needs each year. Repeatedly the Congress, with bipartisan support, has provided funds even when the Executive budget asserted that these needs were of low priority or would be assumed by the states if not funded by the Congress. These are important functions that need to be continued and require federal support. We strongly urge that your Committee retain Title I, Part A to provide this needed support.

We have recommended to your committee revision of the formula to provide more equitable distribution of funds among the states. Under the present formula only the more populous states receive funds from appropriations above the level of 1974. The formula should recognize that sparsely settled states have many needs for these funds and that costs of programs to serve these populations are high. Our proposed revision in the formula is designed to recognize this and is supported by State Administrators of the program.

IMPORTANT NEEDS FOR PROGRAM SUPPORT THAT ARE NOT SERVED

Most of the programs of Extension and Continuing Education conducted by Higher Education institutions are not financed with public funds. Most of the cost of these programs of continuing education are paid by the people served through tuition or fees they pay. While some public higher education institutions have funds from state or local appropriations with which to pay costs of some of these programs, these funds are limited in amount and limited to a few institutions.

This necessity to pay program costs out of user fees imposes several limitations on the needs universities are able to serve. This necessity requires that for each activity the university must raise the question "Will it pay?" If the answer is "No" the educational opportunity probably will not be provided unless the university is able to obtain a Title I grant for this purpose. If the answer is "Maybe" the university may provide the program if it has reserves from financially successful activities. This system helps to assure that continuing educational programs are satisfying needs of paying clientele. Certainly this is a strength of the system. We think those who can pay for their continuing education should continue to do so. We are not proposing that this system of private financing be changed.

There are two big problems with this system, however. The problems are that educational programs that cannot pay their way are not provided without help from Title I funds and that the needs of people who cannot pay are not well served. Under this system, programs more fully serve needs of people who have the greater ability to pay and the greater motivation to acquire knowledge and people in the areas of higher population density. The needs of the poor are poorly served, the needs of people in sparsely settled areas are poorly served and the needs of poor people in those areas especially poorly served.

NEEDY PART-TIME STUDENTS

Title I can help universities serve the needs of people who would not otherwise be helped in the ways already mentioned. However, among the people whose needs are inadequately served are hundreds of thousands, perhaps millions, of poor people who want to take college courses for credit toward a degree or other credentials that will open the way to employment, better jobs or advancement. Typically, these are people in low paying jobs, who for a variety of reasons did not participate in postsecondary education after leaving high school, or homemakers who want paying jobs. Most of these people have family responsibilities and cannot quit work to be full-time students. They want to study evenings or weekends as part-time students to obtain the education they need to enable them to be in more satisfying jobs and better able to provide for their families.

We do not think Title I should provide funds to pay costs of programs to serve the needs of these adult part-time students. Rather we think student aid programs under Title IV should serve their needs. As student aid programs have been administered, very few of these "independent" part-time students have received any aid under Title IV. They have been grossly discriminated against. In the Middle Income Student Assistance Act, Congress eliminated some of the discrimination against these needy students. We commend this subcommittee for initiating that legislation. However, there are several features of student aid programs that continue to result in inequitable treatment of independent and part-time students We have recommended specific changes in Title IV to provide equitable treatment of them.

NATION-WIDE PROGRAMS SUPPORTING NATIONAL GOALS

Under this system, comprehensive nationwide educational programs designed to help people learn to deal with national public problems are nonexistent, even though Title I does fund pilot or local projects concerned with these national issues. The reason is that such programs cannot obtain participation by enough people so that a reasonable fee will cover the costs. Moreover, some activities of this type are most effective if targeted to relatively small groups of opinion leaders. Such programs frequently demand considerable input from numbers of highly competent university staff. And the requirement that recipients pay the costs may stand in the way of reaching the people who must be reached to achieve the program goals. Also, such public programs are most effective if they utilize a combination of techniques and media—meetings, conferences, radio, television, newspapers, publications, etc. . . . and many of these produce no program revenue. For these reasons these needs are inadequately served in the present system.

The need for environmental education programs is an example. Problems related to the protection and conservation of the environment are high-level national concerns. Nearly every community has specific environmental problems or concerns that vary greatly among communities. Numerous federal programs have been enacted to attack environmental problems and help communities with their environmental problems. Many federal programs cannot be effective without citizens who are knowledgeable about the programs and how to use them. Rapid progress and cost effective federal programs demand citizens who understand the issues and have the knowledge needed to act. We believe university continuing education programs, directed at national problems designed to serve local needs and conducted in close cooperation with the Environmental Protection Agency, would help both EPA and local communities solve their problems.

We are concerned as a nation with the impending energy crisis and the many serious impacts it will have on society, with the need for welfare reform, the cost of health care, crime prevention, rapid transit problems, inadequate housing, lagging productivity, and other high priority problems. Each of these problems is a national concern only because it is a concern in all or most of the communities of the land. All require some kind of action by people. Each falls within the jurisdiction of some federal agency or agencies. Nationwide educational programs can help the public acquire knowledge to take action to help alleviate all these problems. Such educational programs should receive high priority, but the needs cannot be served without financial help to colleges and universities.

Universities conduct some continuing education programs now that are partially financed through grants from federal agencies and related to achievement of those agencies' missions. For example, law enforcement educational programs and continuing education for social workers financed with social security funds. In no case do these funds provide systematic, nationwide, service to the knowledge needs of the constitutencies or missions of those agencies.

We think public educational programs related to these national concerns should be coordinated with programs of the federal agencies with jurisdiction over these concerns and funded through the appropriations subcommittees originating funding for those agencies. In this way the educational programs will be evaluated by the Congress in terms of the contributions they can make to the solution of national problems and coordinated with action programs directed at those same problems.

We will soon propose to the Committee legislation that will provide for federal support to national educational programs related to national problems and needs and providing for close coordination with each federal agency whose missions involve these national problems.

In summary, Title I, Part A has an important role. We strongly recommend that it be continued with a change in the formula for allocating funds. We further recommend congressional support for continuing education through student aid and other legislation.

NUEA recently developed a brochure that presents our views in brief form. I would like to present a copy of that to you.

Thank you for the opportunity to present the views of NUEA and NASULGC.

STATEMENT OF JOHN BUSHEY, DEAN OF CONTINUING EDUCATION, UNIVERSITY OF VERMONT, APPEARING FOR THE NATIONAL UNIVERSITY EXTENSION ASSOCIATION AND THE NATIONAL ASSOCIATION OF STATE UNIVERSITIES AND LAND-GRANT COLLEGES

Mr. BUSHEY. Mr. Chairman, I am representing the National University Extension Association and also National Association of State Universities and Land-Grant Colleges. I don't think you have that on your agenda there, the second institution as well.

Mr. FORD. I have before me a statement of the National University Extension Association and the National Association of State Universities and Land-Grant Colleges, presented by John Bushey, dean, continuing education, University of Vermont. Without objection the statement will be inserted at this point in the record in full. You may proceed to add to it or to highlight as you feel most comfortable.

Mr. BUSHEY. Thank you very much.

My institution, the University of Vermont, is a member of both associations. The members of NUEA are 275 colleges and universities, the major colleges and universities that conduct extension and continuing education programs. NASULGC represents 140 major public universities and colleges.

Fifteen years ago the leaders of these associations were at the forefront of those working with the Congress to develop and enact title I. We saw title I as implementing the objective expressed by the President in his education message in 1964 when he said, "The time has come for us to help the university to face the problems of the city as it once faced the problems of the farm."

The authors of title I were responding to an important need of the American people and/or our Nation then, and an equally important need now. This is the need for people to acquire and apply knowledge to take constructive action with respect to community problems, needs and issues; to improve their performance in their businesses and jobs; to improve their levels of living; and to improve the quality of their lives.

Increasingly in this country, with our rapidly changing society, education must be a lifelong process. None of us learn all we will need to know in the formal educational processes of our youth. Situations change and we need new knowledge for dealing with the new situations. Employment opportunities change and people need new knowledge for new jobs. New knowledge is developed at an increasing rate and this must be applied if we are going to reap the benefits of research. The application of knowledge in the affairs of business, public agencies, and the work and lives of people is fundamental to progress in solving public problems and to advancing productivity in our economy. Almost any kind of progress in the public sphere is dependent on knowledgeable citizens, from developing a better national energy policy to solving waste disposal problems in a town along the Connecticut River.

As examples of the rate at which new knowledge is being created, half of what people learn is no longer valid when they reach middle age, one-third of the items on the supermarket shelves did not exist 10 years ago. Fifty percent of the labor force earns its living in industries which did not exist when the country began. Three-fourths of all the people employed by industry 12 years from now will be producing goods that have not yet been conceived. More mathematics has been created since 1900 than during the entire period of recorded history. Half of what a graduate engineer studies today will be obsolete in 10 years. Half of what he will need to know is not yet known by anyone.

Colleges and universities are in an excellent position to serve many of these needs for knowledge. They have within their staffs people expert in a very wide range of fields. Their research is the source of much of the new knowledge. They have staff skilled in educational programs to serve needs of adults and perhaps most importantly they are widely respected as unbiased sources of reliable information and analysis. While other sources of information may be suspect, universities are highly regarded as places to obtain reliable facts.

Large numbers of institutions have been able to get started in continuing education by receiving grants provided under title I, part A of the Higher Education Act. This is especially true of small institutions with limited financial resources. Today hundreds of colleges and universities that got their start in continuing education with title I grants are conducting continuing education programs that serve needs of citizens in their communities.

Many institutions have been able to develop, test, and establish new programs serving important needs that would not have been possible without title I grants. An institution with very limited funds for continuing education programs frequently does not have the "front money" needed to develop a new program, or if it does, cannot afford to risk its resources on development costs for a program that may not succeed in generating enough participant fees to pay its costs. In this situation, small amounts of money provided through title I grants have large and continuing impacts on programs. Such financing of creativity, innovation, and vitality in programs through risk capital is an important function of Government.

A program called "Elderhostel" is a fine example of this principle. Several years ago the University of New Hampshire, with a title I grant, established a program for senior citizens conducted in campus facilities during the summer months, with a special curriculum to serve special needs of older citizens. The program was outstandingly successful. It has been adopted by other colleges and universities. In 1978, 230 colleges and universities in 38 States conducted Elderhostel programs.

We have a good example of this "front money" principle from my institution, the University of Vermont. With title I funds we have developed a project on tourism and travel development, which is seeking to raise the level of public awareness and support for the State's vital tourist industry, as well as to provide interpersonal skills for travel industry employees. Less than 1 year into the program, the project has received statewide support from ski area associations, the State development office and private entrepreneurs, and has generated much enthusiasm among the employees themselves, many of whom appreciate the opportunity to upgrade their training and skills. Requests for continued workshop and training programs for next year are sufficient for the program directors to plan for an expanded, financially self-supporting project.

Mr. **Ford.** May I interrupt here?

Mr. **Bushey.** Yes.

Mr. **Ford.** It's very obvious that that's a program that deserves further study by the subcommittee. I would appreciate it if you would submit to me as the chairman a suggested itinerary of sites and the best time next winter for us to do that. I've never had an opportunity to ski in Vermont.

Mr. **Bushey.** We'd be delighted to have you.

Mr. **Ford.** The only time I made reservations, there was no snow.

Mr. **Bushey.** That was the wrong winter.

Mr. **Ford.** Go ahead.

Mr. **Bushey.** OK. Educational programs designed to help people apply knowledge to save energy in their homes and businesses were financed with title I grants as long as 7 years ago. These programs, some continued and expanded with State appropriations, became prototypes for the energy extension program enacted by Congress 2 years ago. These title I projects provide a basis of program experience on which to base the new Energy Extension Service financed by Congress through the budget of the Federal Department of Energy.

This has been one of the major achievements of title I, part A, to enable many institutions to develop continuing education competencies and establish programs that then were financed through user fees or in some other way. This continues to be an important need of educational institutions. Title I continues to be very important as a means of obtaining small amounts of funds for short periods to develop, test, and establish new programs to serve unmet needs for education. The need is greater than the current level of appropriations will fund. There is no other source of public funds that serves this need.

The Congress through appropriations has recognized these important needs each year. Repeatedly the Congress, with bipartisan support, has provided funds even when the executive budget asserted that these needs were of low priority or would be assumed by the States if not funded by the Congress. These are important functions that need to be continued and require Federal support. We strongly urge that your committee retain title I, part A to provide this needed support.

We have recommended to your committee revision of the formula to provide more equitable distribution of funds among the States. Under the present formula only the more populous States receive funds from appropriations above the level of 1974. The formula should recognize that sparsely settled States have many needs for these funds and that costs of programs to serve these populations are high. Our proposed revision in the formula is designed to recognize this and is supported by State administrators of the program.

In summary, education in its broadest sense is the single most powerful force for eliminating the problems of discrimination, pollution poverty, injustice, and corruption. Title I, part A, has an important role. We strongly recommend that it be continued with a change in the formula for allocating funds.

NUEA recently developed a brochure that presents our views in brief form. I have presented a copy of this brochure to your aide.

Thank you for providing us the opportunity to present the views of these two associations.

Mr. FORD. Thank you very much.

I have before me this very brief pamphlet entitled, "The New Majority, Part-Time Students, NUEA." I did have a chance to glance at it. But without objection we will have this inserted in the record because it's a very good short description, I think, of national application of the student population, as yet not recognized in many parts of the country.

[The document referred to follows:]

N

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The New Majority

FOREWORD

Very few of us cease formal learning when handed a graduation diploma. For many of our nation's citizens, learning is a lifelong commitment—a dedication aimed toward better performance at work and a better quality of life in general.

This nation is witnessing the emergence of a trend in education—a new majority of part-time students. The need to provide adequate educational services for these persons involved in continuing education has created new problems which must be dealt with on a national level as well as locally. It is for this reason that the National University Extension Association issues the following policy statement.

A POLICY STATEMENT ON NATIONAL ISSUES FOR 1979 BY THE NATIONAL UNIVERSITY EXTENSION ASSOCIATION

INTRODUCTION

The National University Extension Association (NUEA) addresses these recommendations to the people of the United States, to the Congress, to the President, to higher education leaders, and to government officials who shape national policy affecting education.

A quiet but startling revolution is occurring in education in this nation with over 58[*] million adults currently involved in some form of continuing education. We strongly believe that our nation's higher education system can and

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[*] The Future Direction for a Learning Society Program of the College Board released this information in 1978. Over 12 million people were involved with schools and 46 million were in nonschool settings such as private industry, churches, trade unions, etc.

should serve a broader segment of our people, and that our priorities in higher education must be directed toward meeting the lifelong needs of the general population as well as the youth.

NUEA represents the major colleges and universities in this country which are engaged in continuing education—the extension of educational opportunities to persons who learn on a part-time basis and usually in a nontraditional manner—and in public service where the resources of higher education are used to aid our citizens in the solution of public problems.

This nationwide network of educational institutions, skilled in the delivery of educational services to the people within their own communities according to their needs, is a valuable national resource. At this critical time in our history, we believe that steps should be taken to enable us to use this resource more effectively for the benefit of our nation and its people.

Inflation control and full employment are two of the most important issues now facing our nation. The resolution of these problems requires more effectiveness and efficiency in government and more productivity from an enlightened citizenry. Technical innovation, skill improvement, and personal motivation are all critical to the attainment of efficiency in government and increased productivity—and each depends upon education, on CONTINUING EDUCATION.

FOCUS FOR 1979

Legislation at the national level which could have a significant impact on continuing education and public service in the future is as follows: 1) the reauthorization of the Higher Education Act of 1965, and 2) the creation of a Department of Education. The NUEA considers this legislation critical to the future of continuing education.

HIGHER EDUCATION ACT OF 1965

The number of people studying on a part-time basis at colleges and universities exceeds the number of students whose primary activity (or purpose) is enrollment in a full-time educational process. Generally, part-time students are employed but are seeking a better life through continued education. Their goals are varied, but most seek further education to prepare themselves for better jobs or to be more productive in their present jobs, to have a more satisfying family life, or be better citizens.

While many part-time students have very limited incomes, only a few are eligible for federal student assistance due to the policies under which the aid programs are administered. Consequently, NUEA believes the Higher Education Act should be revised with the following critical revisions.

(1) PROVIDE FINANCIAL AID TO PART-TIME STUDENTS

Provide language in Title IV (pertaining to the administration of Basic Education Opportunity Grants [BEOGs] and Supplementary Educational Opportunity Grants [SEOGs]) to assure that students who are studying half-time or more receive equal treatment with students whose primary activity (or purpose) is full-time involvement in formal education.

By adopting and clearly enunciating a policy of providing financial assistance to students without discrimination based on age or family status, the Congress can be instrumental in assuring continued educational opportunities for all qualified students.

Part-time students are subject to severe discrimination under current administration of these programs. For instance, in determining eligibility for a BEOG grant for a family of three with an "effective family income" of $10,000, the "expected family contribution" to the costs of education would be about *four times* as much if one of the parents were a student as it would be for their child.

The public interest is served equally well when education is provided for parents to prepare them for better jobs, as it is for their children moving into the job market. In our rapidly changing society there is a great need for recurring education to counteract growing human obsolescence.

Amend Title IV to provide for financial assistance to part-time students who are taking less than one-half of a full course load. Institutions should have the freedom to determine the extent of this financial *assistance, based on local conditions, but it would be available.*

Many working people cannot carry half a full course load to be eligible for a Basic Education Opportunity Grant because of their work and family responsibilities. The program now provides no financial assistance to these students. The ranks of these students include thousands of people in low-paying jobs who seek advancement through education to positions in which they will be more productive.

Is education less important for a working 25-year-old with a family to support than education for an 18-year-old student who has just finished high school?

(2) FUND COMMUNITY SERVICE ADEQUATELY

We urge the Congress to retain Title IA (community service and continuing education programs) in the HEA and fund it adequately, thereby assuring the continued involvement of colleges and universities in the solution of community problems.

The community service section of the Higher Education Act (Title IA) has provided over the years funds to the states to support special educational projects serving community needs. These projects have been significant in encouraging colleges and universities to develop capabilities in community service and have enabled many communities to solve some vexing local problems. In view of the growing community problems in both rural and urban areas, it seems imperative to continue to enlist the aid of higher education institutions in resolving them.

(3) ESTABLISH A NEW TITLE FOR PUBLIC SERVICE

We recommend that the Congress enact a new Title in the Higher Education Act to aid colleges and universities in conducting public service education. This legislation should provide that:

a) the existing outreach systems of colleges and universities be adapted and used to serve identified national needs, both for technology transfer and for broad public policy education, avoiding the high cost *of establishing new and duplicative educational systems;*

b) universities and colleges be funded adequately for conducting public service programs. Stability and consistency of funding is important if quality personnel are to be attracted and innovative programming is to be operative in this vital area.

Our nation faces many public policy problems that can be resolved only when our citizens understand the issues and how to deal with them. Continuing education can provide the basis for the necessary citizen involvement in current problem areas such as energy conservation, environmental protection, urban decay and inflation control.

In addition, research to develop new knowledge applicable to the solution of public problems is a high national priority. But research is effective only when the results are generally known, understood and applied. The nation's research laboratories on college campuses, on government installations and in the private sector are repositories of much knowledge needed by the public. Both existing and new research results must be disseminated more effectively. Our nation continues to need technical education for adults to insure the application of research and technology to the solution of public problems.

The 95th Congress recognized this need for more effective utilization of technology. For example, it passed a bill to create Small Business Development Centers to help small businesses utilize technical knowledge in the solution of their problems, but the program was not enacted. It considered but did not act on legislation to establish "Urban Grant Universities" to help solve problems of urban areas.

Under such legislation colleges and universities would be able to respond quickly in times of national need. Federal agencies would have immediate access to an already functioning nation-wide educational network. This already "in place" system would thus have a more meaningful responsibility for the application of new knowledge as a companion to their traditional responsibility of developing new knowledge.

A DEPARTMENT OF EDUCATION

Since the Administration and the Congress are considering the establishment of a Department of Education, it is imperative to point out that the future educational needs of our citizens must be accommodated under such an organization. Over 58 million Americans, our most productive and politically responsible citizens, now engage in continuing part-time education programs. This number and its percentage of the national population will continue to grow as our birth rate declines, life expectancy extends, and economic pressure mounts. This population is "the new majority" in higher education and can well become larger than the number of traditional high school and college students combined. By continuing to educate this growing majority, we maintain a strong and vital nation through a base of enlightened and productive citizens.

CREATE A DIVISION OF CONTINUING EDUCATION

Because of the ramifications of continuing education on our nation's health and prosperity, a division for continuing education, with an Assistant Secretary, should be a major branch in the Department of Education. Some of the responsibilities, services and goals of a continuing education unit under the auspices of the Department of Education could be as follows:

- *a) The continuing education division should be concerned specifically with national needs in the field of continuing education.*
- *b) The division should be responsible for the continuing education statistics and research. These data are too vital to our national interests to be accumulated only as a part of other education statistics and research.*
- *c) The division should be concerned specifically with federal funding requirements for continuing education, thereby assuring the implementation of needed federal programs.*

d) *The division should develop and maintain a viable relationship between educational institutions and nonacademic groups engaged in similar efforts if the public at large is to be served adequately.*

Continuing education is a unique component of our educational system. It serves the general public in diverse ways which are not available through traditional education. Immediate and pragmatic application of knowledge is central to continuing education.

A Department of Education designed for the future must accommodate this new majority—the *part-time learners*. And, for that matter, should the Office of Education remain as presently constituted, organizational changes similar to those described above should be made to prepare for the future.

CONCLUSION

The NUEA stands ready to join in partnership with the Congress, the Executive Branch and other concerned public groups to refine and implement the important policies which must be developed to meet the educational needs of the American people on a lifelong basis.

NUEA MEMBERS

ALABAMA
- University of Alabama
- University of Alabama in Birmingham
- Auburn University
- Extension Course Institute
- Tuskegee Institute
- University of Alabama in Huntsville

ALASKA
- University of Alaska

ARIZONA
- Arizona State University
- The University of Arizona

ARKANSAS
- The University of Arkansas
- University of Arkansas at Little Rock
- Arkansas State University

CALIFORNIA
- California State University and Colleges
- California State College, Bakersfield
- California State College, Sonoma
- California State University, Chico
- California State University, Fullerton
- California State University, Hayward
- California State University, Long Beach
- California State University, Los Angeles
- California State University, Northridge

California State University, Dominguez Hills
California State University, Sacramento
Chapman College
College of Notre Dame
Loma Linda University
Humboldt State University
La Verne College
Pacific Christian College
Pepperdine University
San Diego State University
San Jose State University
Dominican College of San Rafael
University of California
University of California, Berkeley
University of California, Irvine
University of California, Los Angeles
University of California, San Diego
University of California, Riverside
University of California, Santa Barbara
University of Southern California
University of San Francisco

COLORADO

Colorado State University
University of Colorado at Boulder
University of Northern Colorado
University of Southern Colorado

CONNECTICUT

University of Connecticut

DELAWARE

University of Delaware

DISTRICT OF COLUMBIA

Bureau of Training, U.S. Civil Service Commission
HQ, USAF (DPPE)
University of the District of Columbia, Mount Vernon Campus
George Washington University
American University
Home Study Institute
Smithsonian Institution
USDA Graduate School
USDA Extension Service
University of the District of Columbia, Van Ness Campus

FLORIDA

Florida Agricultural and Mechanical University
Florida Atlantic University
Florida International University
Florida State University
University of Florida
University of North Florida
University of South Florida
University of West Florida
University of Miami
State University System of Florida
Nova University
Florida Tech University

GEORGIA

Armstrong State College
Augusta College
The University of Georgia
Georgia Institute of Technology
Georgia State University
Georgia Southern College
Regents of the University System of Georgia
West Georgia College

HAWAII

University of Hawaii

IDAHO

University of Idaho
Idaho State Board of Education

ILLINOIS

American Public Works Association Education Foundation
Roosevelt University
Bradley University
Hadley School for the Blind
Illinois State University
Loyola University of Chicago
Quad-Cities Graduate Study Center
Northern Illinois University
Southern Illinois University at Carbondale
Southern Illinois University at Edwardsville
The University of Chicago
Western Illinois University
University of Illinois
University of Illinois at Chicago Circle
University of Illinois at Urbana-Champaign
Rush University/St. Luke's Medical Center
Elmhurst College

INDIANA

Ball State University
Indiana State University
Indiana University
University of Notre Dame
Purdue University
Purdue University, Calumet

IOWA

American College Testing Program
Drake University
Iowa State University
The University of Iowa
University of Northern Iowa
Upper Iowa University

KANSAS

Emporia State University
Fort Hays State University
Pittsburgh State University
Kansas State University
The University of Kansas

KENTUCKY

Murray State University
University of Kentucky
University of Louisville
Western Kentucky University

LOUISIANA

Louisiana State University
Louisiana State University in Shreveport
New Directions

MAINE

University of Maine
St. Joseph College

MARYLAND

The Johns Hopkins University
University of Maryland
University of Maryland, Eastern Shore

MASSACHUSETTS

University of Massachusetts, Amherst
Massachusetts Department of Education
Harvard University
Massachusetts State College System
Tufts University
University of Lowell

MICHIGAN

Central Michigan University
Eastern Michigan University
Ferris State College
University of Michigan
Michigan State University
Michigan Technological University
Oakland Community College
Northern Michigan University
Oakland University
Saginaw Valley State College
Wayne State University
Western Michigan University
Grand Valley State College

MINNESOTA

University of Minnesota
Moorhead State University
St. Mary's College

MISSISSIPPI

University of Mississippi
Mississippi State University
University of Southern Mississippi

MISSOURI

University of Missouri (University-wide)

University of Missouri-Columbia
University of Missouri-Kansas City
University of Missouri-Rolla
University of Missouri-St. Louis
Metropolitan College of St. Louis University
Washington University of St. Louis
Columbia College

NEBRASKA
University of Nebraska-Lincoln
University of Nebraska-Medical Center
University of Nebraska-Omaha

NEVADA
University of Nevada, Reno
University of Nevada, Las Vegas

NEW HAMPSHIRE
University of New Hampshire
New England Center for Continuing Education

NEW JERSEY
Glassboro State College
Rutgers University—The State University of New Jersey

NEW MEXICO
Eastern New Mexico University
New Mexico State University
The University of New Mexico

NEW YORK
Foreign Policy Association
Cornell University
State University of New York College at Buffalo
New York Institute of Technology
New York University
State University College at Brockport
State University of New York at Albany
State University of New York at Buffalo
State University of New York, Oswego
Rochester Institute of Technology
Syracuse University
St. John Fisher College
Direct Mail Marketing Association

NORTH CAROLINA
Appalachian State University
East Carolina University
North Carolina Agricultural and Technical State University
North Carolina State University at Raleigh
University of North Carolina at Chapel Hill
University of North Carolina at Greensboro
University of North Carolina, Statewide
Western Carolina University

NORTH DAKOTA
University of North Dakota
North Dakota State University
State of North Dakota

OHIO
Griffith Foundation for Insurance Education
Bowling Green State University
University of Cincinnati
Kent State University
Cleveland State University
Miami University of Ohio
Ohio University
Ohio State University
Wright State University
Youngstown State University

OKLAHOMA
University of Oklahoma
Oklahoma State Regents for Higher Education
Oklahoma State University
Tulsa University

OREGON
Oregon State System of Higher Education
Portland State University

PENNSYLVANIA
Indiana University of Pennsylvania
The Pennsylvania State University
University of Pittsburgh
Temple University
Clarion State College

PUERTO RICO
Puerto Rico Junior College
University of Puerto Rico at Mayaguez
University of Puerto Rico at Rio Piedras

RHODE ISLAND
University of Rhode Island

SOUTH CAROLINA
University of South Carolina

SOUTH DAKOTA
The University of South Dakota
South Dakota State University

TENNESSEE
Carson-Newman College
East Tennessee State University
Memphis State University
Middle Tennessee State University
Southern Baptist Seminary Extension
State University and Community College System, Tennessee
The University of Tennessee, Chattanooga
University of Tennessee, Knoxville
University of Tennessee, Nashville
University of Tennessee, Statewide
Tennessee State University
Tennessee Technological University

TEXAS
Southern Methodist University
University of Houston
Texas A&M University
Lamar University
The University of Texas, Austin
The University of Texas, San Antonio
Texas Tech University
St. Mary's University

UTAH
Brigham Young University
The University of Utah
Utah State University
Weber State College

VERMONT
University of Vermont

VIRGINIA
Old Dominion University
State Council of Higher Education for Virginia
Virginia Commonwealth University
Virginia Polytechnic Institute and State University
Virginia State College

WASHINGTON
Central Washington State College
University of Washington
Washington State University
Western Washington State College

WEST VIRGINIA
West Virginia University
Naimes
Morris Harvey College

WISCONSIN
University of Wisconsin
Marquette University

WYOMING
University of Wyoming

CANADA
University of Regina
Dawson College, Quebec

ARGENTINA
Universidad La Salle de Sud America

BELGIUM
International Correspondence Institute

VENEZUELA
Instituto Nacional de Cooperacion Educativa (INCE)

Mr. **Ford**. In response to our invitation last fall, NUEA sent us this year specific recommendations with respect to title I, and they recommend a specific change in section 103A of the the present bill, the essence of which is that you would have the funds allocated under this title go in the form of first a basic allotment to each State and then an allotment in addition thereto in proportion to adult population.

The present provision of the law which is in effect modified by the effect of the appropriation as you note in your statement since 1974 is a straight population head count. Looking at your recommendations, however, we don't find a definition of "adult population." When you made this recommendation, what did your organization mean? What would we measure or count as the adult population?

Mr. **Bushey**. Generally it would be people over 21 years of age.

Mr. **Ford**. All people over 21?

Mr. **Bushey**. Yes.

Mr. **Ford**. I'm sure Florida and Arizona are going to love that formula. Did your folks have any statistical material before you to examine what kind of distribution this results in?

Mr. **Bushey**. The committee is meeting next week, as a matter of fact, at the national convention in Philadelphia. They are working on proposals although they are not prepared at this point to submit a specific recommendation. I believe they will have something shortly.

Mr. **Ford**. Your Congressman, Jim Jeffords, who is a very able and valuable member of this committee as well, worked with me or I worked with them in the last Congress on formulas, distributing secondary and elementary funds. I became somewhat familiar, as a result of that experience with him, with the very special ways in which a relatively small State like Vermont can be very dramatically affected by a formula change.

With Jim Jefford's help, I made an effort to try to return a little more money to the Northeast and Midwestern States, and we found that Michigan and Vermont had far more in common than either of us had with some of the other States in the West and Southwest and Southeast.

Minority counsel made a suggestion this morning that we should be considering adult population. The staff director has talked about it. But on the basis of the kind of statistics we have available, we want to know what you mean by "adult." If you simply pick an age like 17 or 18 and try to count everybody over that, then you start to get, my hunch is, the same unusual bulges that we now get with straight population. It's my guess that if we don't touch the straight population by the 1980 census that all the money is going to end up in a handful of States that are still increasing their school enrollments and doing other things that we were doing in the fifties and sixties. But on the the other hand if you limit it to the adult population and don't limit the universe of what the adult population is that you're going to measure, you might produce an opposite kind of result. Aside from the considerations of equity involved, it's just not practically and politically possible to do something like that if it's going to produce dislocations that on their face advantage or disadvantage different parts of the country too much.

I just asked the staff a few moments ago whether or not the study made on population and income pursuant to the requirements of the act we passed in 1974, if taken in 1975, would provide us some information on where we are currently. But then your appearance reminded me that there were two States that were totally out of whack in those figures, Vermont and Alabama. So there was an amendment added to the bill after we got all through fighting the formula last year from Jeffords and Buchanan that said, "Notwithstanding all the rest of it, Vermont and Alabama have a chance to get fair treatment" because for some strange reason it looked like Vermont and Alabama acted atypical of all the rest of the country in the period from 1970 to 1975. We had to believe that there was something wrong with the way the Commerce Department developed the figures in those two States. So we gave them another chance to go back and try. But that was a lesson in how easily trying to use any other than the dicennial census can be misleading, notwithstanding the fact that the census people believed that the sampling done in 1975 is on a national basis, probably statistically more accurate than the dicennial census. But once you decide you've got something statistically accurate on the national basis, that doesn't guarantee that Vermont doesn't end up obviously as it did undercounted. We are going to take a look at this.

Perhaps you would like with the organization pursue this a little bit and see if there are alternative ways of defining "adult population" to simply assuming that at a certain age everybody above it should be counted.

Mr. BUSHEY. In continuing education as a general rule we have not looked at defining "adult" as much by age as by characteristic. People who traditionally came into education looking to the adult person who is coming back for a second chance, the person who has not made the normal entry into higher education.

Mr. FORD. Except we have no statistical base for that sort of —

Mr. BUSHEY. Characteristic.

Mr. FORD. That's a subjective thing that makes sense from an educational point of view. But we're stuck with what we can get out of a computer. A computer will tell us how many people are at certain breakoff points and age characteristics in the population of each of the States.

What we're talking about in your recommendation here is a formula for allocation or allotment of the funds among the States. So we have to stay with characteristics that can be readily determined on a national basis from the census.

Mr. Ratchford?

Mr. RATCHFORD. How many students do you have in your continuing education program in Vermont? Do you know?

Mr. BUSHEY. We have about 5,000 students in credit programs. That includes summer and evening programs. We have about 8,000 people who register in our noncredit programs, community education programs.

Mr. RATCHFORD. How does that compare with your full-time student population?

Mr. BUSHEY. Full-time undergraduate population at the University of Vermont is about 7,400. We have another thousand graduate students. So it is a fairly good comparison. On the other hand most of the adult students register in only 1 or 2 courses as opposed to the full-time equivalent, only 12 or 4 courses or more per semester for the undergraduate students.

Mr. RATCHFORD. Have you tracked the growth in this area in recent years? Is there any pattern?

Mr. BUSHEY. In the late sixties or early seventies we had very substantial growth. We had no community college system in the State at that time. When the community college system was implemented our growth began to level somewhat. People can take courses less expensive than the courses we're offering.

Mr. RATCHFORD. In your other capacity, speaking for land-grant colleges and universities, do you have any idea of the characteristic of the population nationally in continuing education, rough figures of participants?

Mr. BUSHEY. There are more, as pointed out in this booklet here, there are more part-time students. It is a new majority. There are more part-time students participating in higher education than there are full-time undergraduate students. That is becoming a fairly substantial trend. The number has turned in the last couple of years when the part-time students began to exceed the rest of the people. The average age tends to be 28, 30 years old. Many of the institutions, there seems to be an increasing trend toward professional continuing education, people gaining new skills in their employment areas. This is an area of growth.

Mr. RATCHFORD. What types of programs are you offering through the University of Vermont?

Mr. BUSHEY. We have programs where we offer credit programs. We do not have a baccalaureate degree within continuing education at the University of Vermont. But we offer credit courses where people can matriculate through the regular college, arts and sciences, engineering, business administration, and the whole gamut of courses offered through the institution.

The other courses in the noncredit program again are a whole variety of courses, from personal growth and development to specific skills kinds of courses.

Mr. RATCHFORD. We've heard this morning—I don't know whether you were there or not—some interesting testimony on behalf of the major employer in the State of Connecticut, the aircraft industry, where, in fact, courses were being offered right onsite at the aircraft facility, and the participation of those who worked for the industry plus the response of the students was tremendous. I just wonder if this type of approach has been utilized in your State.

Mr. BUSHEY. Yes; we do offer courses in-house for different companies. Vermont being a small State, we don't have many large industries. So we try to offer a program that serves the needs of three or four different companies. They will usually send their employees to those programs. We tend to offer those courses at locations close to the base of employment.

Mr. RATCHFORD. What tie do you have in your State between the continuing education programs and the adult education at the local level, if any?

Mr. BUSHEY. There is no specific plan of education as such. We are in constant contact with the area adult education people, especially through the continuing education program. We try to offer courses in a cooperative fashion so that we are not overlapping each other. So we are providing a broad base of community education jointly.

Mr. RATCHFORD. Do you envision some time between traditional education at the local level and the continuing education under title I of the Higher Education Act? At the national level?

Mr. BUSHEY. There should be. My guess is this should first take place at local, then State, and eventually national level.

But I would like to see some form of career ladder approach educators use where people have an opportunity to come in right at the very basic level of adult education and continue to advance through the system, to move in and move out whenever they choose, according to their own skills and abilities.

Mr. RATCHFORD. I personally see this as one of the key elements in the future of education. I have been watching the budget crunch at every level: In my home town, where last night there was a meeting attended by 400 residents arguing over the education budget; at the State level, where they completed action in an attempt to equalize funding for education; and at the Federal level, where we look at a budget resolution which presents real problems for those concerned with the future of education. In the midst of this competition for funds, I hope that we remember that the future is in adult and community education, because otherwise I think the system, and as a result the individuals, will suffer.

Mr. BUSHEY. I think that's a very important point. I hope, I think perhaps the eighties will be a period of new cooperation between institutions and alliances not only between higher education institution but alliances between industry and other agencies in delivering education to people.

Mr. RATCHFORD. A final personal note. As someone who was commissioner on aging for the State of Connecticut I applaud your efforts in the Elderhostel program. I was commissioner at the State level under Ella Grasso for several years. The Elderhostel program just meant so much to so many people, and has brought them back into higher education into the mainstream of the life of the community.

So I would hope a portion of these title I funds, if they continue—and we will do all we can to see that it continues—will be provided for the older student. In that sense I mean the student who has retired and is looking at this as a new opportunity in life.

Mr. BUSHEY. I think those people have a lot to contribute as well, to continue to grow.

Mr. RATCHFORD. A lot of votes too.

Mr. BUSHEY. Yes, that's right.

Mr. FORD. You're very effective. I think the record should reflect in 1978 when the President's budget reflected zero funding for title I the Elderhostel participants launched a letter-writing campaign not only to the Members of Congress from their own regions but throughout the country. It caught everybody's attention because they personalized the impact of these changes in a very effective way.

It was the first time, as a matter of fact, that they came to the attention of some of us. Just looking at an OE memorandum here, they give the University of New Hampshire credit for the idea and then describe it as a "New England phenomenon." But they point out that in 1977 statewide programs had been initiated in Florida, Iowa, North Carolina, New York, and Ohio. So it's an idea that apparently is spreading. It might tend to continue to spread if title I is supported.

I want to thank you very much.

Mr. RATCHFORD. Thank you.

Mr. BUSHEY. Thank you.

Mr. FORD. Ms. Barbara Elliott and Phyllis Springer on behalf of Hartford College for Women, Hartford, Conn.

[Prepared statement of Barbara Elliott follows:]

PREPARED STATEMENT OF BARBARA ELLIOTT ON BEHALF OF HARTFORD COLLEGE FOR WOMEN

Good afternoon. My charge today, as I see it, is to bring to you my thoughts on the effectiveness of title I programs, and why they should be reauthorized. I will direct my remarks specifically to the work of the Hartford College for Women Counseling Center and its' positive effects on my life. They have been substantial.

The Center's service to me has been threefold:

1. As a recent widow.
2. As a woman trying to establish a new focus in a disrupted life.
3. As a potential jobholder, reentering the job market after many years' absence, and unsure of the most effective approach.

In my case these areas were interrelated, but they need not be to be of value to others.

In the fall of 1977 the Counseling Center pioneered a new course called "Begin Again", designed specifically to reach out and offer help to widows. As far as I know, there had never been anything of this nature offered in the Hartford community. Some 15 of us enrolled in this six week course. We were of varying ages, in differing stages of widowhood, from diverse backgrounds, and different communities. But it was a most amazing experience.

We had several outside speakers; practical help came from such people as a Judge of Probate talking about settilng estates, and a contractor giving tips about home maintenance. Emotional help was offered by a Minister taking us through the grief process step by step, and a child psychiatrist speaking to us concerning our children and their dealing with their grief. The speakers were helpful, but the real strength in the group came from our interaction with each other. Because we were in varying stages of "recovery", the new, raw widows looked at those for whom more time had elapsed and gained hope. Those of us older in widowhood recognized the early stages of our classmates, and realized for maybe the first time how far we'd progressed. As a support group it was invaluable—for perhaps the first time since losing our husbands, we were with people who understood totally the feelings we were struggling with, the battle we were waging. The relief that each of us felt at not being all alone was tremendous.

This first class of "Begin Again" is still getting together—a year and a half later. Every couple of months we gather for an evening, still supporting each other, but also enjoying these new acquaintances as friends rather than as widows. Had it not been for the focus and opportunity the Counseling Center provided, we would have been denied this source of help and pool of new friendships which has been important to rebuilding our lives.

Concurrently with the "Begin Again" course, I took a course the Center gives periodically called "Focus". It is designed to help women make informed decisions concerning a change of focus in their lives—whether to work or not to work; and if a job is the answer economically or emotionally, how to sort out one's aptitudes, assess one's skills, scour the market for possible areas to investigate, and eventually sell oneself to a prospective employer.

The biggest problem facing a woman making such a drastic change in her life, I think, is a lack of self confidence—a feeling of not being equipped with any saleable skills. Compounding this problem of lack of self-esteem for the newly single woman is a state of confusion about her new role. After a drastic change in life because of death or divorce, many women must drop their old identities and take on entirely new ones. It seems a large order for one course to speak to so many needs and fears. Obviously with only four weeks of one 2½ hour session a week the Focus course couldn't succeed in depth in all areas. But it dealt with enough of them successfully to benefit most of us in the group in several areas of indecision and bewilderment as we searched for a new focus.

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There was emotional support: exercises in translating the skills and experience each of us already had into positive assets, help in thinking through what valuable training much of our volunteer work had been. And it offered practical help in a very concrete fashion: how to put together an effective resume, how to arrange for interviews, and very importantly for me, how to investigate the working community in order to identify areas which might prove productive and interesting ones for each of us individually.

The counselor introduced us to an extremely useful exercise in job hunting which she called "investigative interviewing"—a process whereby we made contact with specific people (friends, acquaintances, Counseling Center "graduates") in fields which we felt might be of interest to us. This served several purposes: it helped us learn more about a field and whether our talents and interest might fit into it, it helped put us in touch with other people with whom to talk—in that particular field and others, and it was invaluable practice in interviewing techniques. The Center maintains a file on people in varied fields of work willing to meet with a Counseling Center enrollee for these informative talks, and they also run a Talent Bank which serves as a clearinghouse for prospective employees and employers. It was use of the Investigative Interviewing technique which led me to the full time job I hold today with Connecticut's External College Degree Program.

I have, of necessity, been specific and somewhat personal about my own experience with the Counseling Center in order to best illustrate some of the variety of the programs offered there. The Center serves the Greater Hartford community under both of the Title I headings of Community Service and Continuing Education. It is a personal organization staffed by professional people, dedicated to supporting, educating, and helping to open new doors for women in a changing society. It should not only be commended but supported.

STATEMENT OF BARBARA ELLIOTT AND PHYLLIS SPRINGER ON BEHALF OF HARTFORD COLLEGE FOR WOMEN, HARTFORD, CONN.

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Mr. FORD. Thanks very much.

We'll proceed with Phyllis Springer and then have some questions for both of you.

Mrs. SPRINGER. Hello, my name is Phyllis Springer and I am 1 of 75 women selected to participate in a program, access for women to technology, that is sponsored by the counseling center of Hartford College for Women and Hartford State Technical College and is funded by title I–A of the Higher Education Act.

I have worked in a newspaper for 10 years, 5 as a photographer full time. The desire for a career change came last year with a major change in that position and I began to take the necessary steps to get that change underway. I made arrangements then to take a course at the Hartford YWCA in career education to gain skills in resume writing and job hunting plus counseling with Tom Sargent at the counseling and training center, at 3 Columbia Street in Hartford.

Both of those experiences were worthwhile. So, armed with a bundle of self-esteem, I prepared to go job hunting. Upon leaving the counseling and training center, I happened upon an attractive pamphlet, "Access for Women in Technology," which I read with interest and mounting excitement for it was speaking directly to my needs.

It started off by saying, "You probably think technology isn't for you," and I agreed, for after years of math and science avoidance, even on the college level, I had ruled out technology, a closed option never to be considered. But it went on to say that the AWT program would be the first stage—pretechnology training, including introductory and refresher math and science courses—of a 14-month training program designed to challenge adult women to further their education while gaining the skills necessary to make a creative contribution to the field of technology.

Here was an opportunity for me to explore the dark side of the Moon, to grow in a new way, to explore untapped potential. By the time I drove home I was ready to fill out the form. I did and followed that up with a phone call.

A few weeks later I was granted an interview and 2 months later notified that I was selected as one of the participants. Delighted to be among those pioneering the new program with no other expenses but books, I began to prepare my family for the transition. I have since found out that you can't plan ahead for this. It's always planning a meal ahead of time along with an announcement that I won't be around to provide rides the next day.

Since February I have been involved in one of the most mind-expanding, satisfying experiences of my life. I've made new friends amongst the women who come from all walks of life, and have been caring and supportive of each other. The instructors have been helpful and extremely patient with us. They have created a nonjudgmental atmosphere in which stress has been minimized, thus making learning accessible to us all. The counselors have been a tremendous help in providing opportunities to iron out personal and individual problems that may arise, like establishing good study habits, overcoming math anxiety, and juggling our many hats to find self-fulfillment through worthwhile effort.

As an independent woman with college on the horizon for a high school age child, I look on the program as future financial stability. Many of the women in this program have expressed some of these same thoughts in group counseling sessions. I look forward to the second phase of this program in the fall.

Thank you.

Mr. FORD. Thank you very much.

These are the kinds of examples that make Federal programs understandable to people. Maybe I'm oversensitive. I took a quick look at this pamphlet and I see what part of the problem is in getting public support in the face of proposition 13 fever for Federal programs. There are several references, starting on the outisde of the pamphlet, "AWT is being offered by the counseling center of Hartford College for Women and the Hartford State Technical College. It is made possible through funding under title I, part A of the educational amendment of 1976, administered by the State of Connecticut Board of Higher Education."

Now how many people do you suppose below the sophistication of a fifth-term Congressman would know that that's a Federal program they're talking about? And how many taxpayers therefore would have any idea that a cut in the Federal budget eliminating title I is going to impact on the program? I suspect not many.

On the outside of the pamphlet, "Who is Sponsoring AWT? AWT is being offered by the counseling center"—it repeats the language on the outside, again referring to it as title I, part A of the educational amendment of 1976, administered by the State of Connecticut Board of Higher Education

The natural assumption is that this is a State-financed program, so why worry about what they're doing in Washington with the budget.

Finally, "Will I have to pay tuition?" "No. AWT is free." This is the clincher. This has really got to be the one that gets people's attention and tells them that somebody is doing something important, "since it is supported by the title I–A funds. You will have to pay only for your textbooks."

At no time was the opportunity used in this beautiful piece of material to build support for continuance of the program because at no time was it ever identified as a part of the Federal legislation Higher Education Act.

Unfortunately this may only have been a Freudian slip on the part of the people preparing the pamphlet. But it's typical of what we run into with programs. I remember our experience in the 1960's, working with the poverty program, when we fought day in and day out, week in and week out, year in and year out, to develop a poverty program and most of the people who participated in them didn't even know they were Federal programs because they didn't go to Washington to get them. They didn't send any forms to Washington.

I'm not scolding either of you ladies but taking advantage of this opportunity to react, since I am a guest in this State, I apologize for doing it because this is what happens all over the country. It may be part of the explanation for why we don't have a broader-based public outcry when the Office of Management and Budget suggests again this year as it did last year that this program shouldn't be funded.

Mrs. SPRINGER. The director of the Hartford Counseling Center is here. Maybe she can answer some of your questions.

Mr. FORD. Well, I won't ask anybody to accept responsibility. I notice that the printing was donated by a private company. We don't want to "look a gift horse in the mouth." But I assume they printed whatever was submitted to them by the people operating the program and as chairman of the committee I'd be much happier when the new version of this brochure came out if it served as a piece of honest, straightforward propaganda for the continuance of this Federal program. As it now stands, it's not only neutral, it's less than neutral. Because if someone were to be engaged in a conversation with you who was familiar only peripherally with this program and you talked about the importance of continued funding and then left this pamphlet with them, they would think that they ought to get a hold of their local friendly State legislator and raise the devil with him instead of Mr. Ratchford, whom they don't have to raise the devil with because he's already a convert, preaching to the already faithful.

Having spoken in that way, I would like once again to say that the kind of examples you give here are excellent because they show the characteristic of title I that seem to get away from people. There is a criticism leveled at title I, that it's so vague and so broad and so diverse and so different in different parts of the country, that that's a reason we can't get funded, because there isn't really much you can look at and claim great success.

We can't picture thousands of graduates and millions of additional tax dollars from increased incomes and so on as we can with some other more specific programs. But that's the kind of magic of it. Coupled with what we had this morning, it's very apparent here in this State there is a very broad idea of how to use these very limited resources and offer a variety of ways to attract attention to problems that otherwise would be neglected, at least in an institutional sense.

While the numbers talked about here are not very large, they are certainly from personal experience, personal involvement, which will make a reader of this record better able to understand the human aspects of [illegible] and I appreciate that very much.

Mr. Ratchford?

Mr. RATCHFORD. I just would observe that this has been some of the best testimony we've had all day. We've had good professional testimony all day. Perhaps the best testimony we've had was late this morning on behalf of the participants running a program in a factory work situation. After hearing this kind of testimony, I don't see how a Member of Congress can say, "no," I really don't.

What types of people participate in these classes?

Mrs. SPRINGER. I'm a mother of 43, with grandchildren. I'm a mother of three. They range in ages. Some are housewifes. Some have been in careers and desired a change.

Mr. RATCHFORD Of the 75 that are in the particular class that you participated in, what types of careers have they found as a result of the training opportunity? Do you have a chance to know what's on the minds of these people, what types of programs?

Mrs. SPRINGER. We are in the first stage of the training. Come September we will be in the academic phase. Some of the things we will be taking will be engineering, manufacturing, physics. We are all looking forward to this. I can't tell you what other occupations the women have held. I don't have that information.

Mr. RATCHFORD. Is there a good response in the class to the opportunities?

Mrs. SPRINGER. Yes; they come to class all the time, with a really "up" feeling about being in a job that you've been trained to do. It's a good feeling, very supportive of each other and encouraging. Most of us have been out of school for a long time. It's a very exciting program.

Mr. RATCHFORD. I personally hope you both take the time to tell your own Congressmen how important you think the program is.

My friend the chairman described me as a convert. I think I was there to begin with because both at the State legislature and as commissioner on aging I've seen the value of these programs, whether they were adult programs at the community level, or continuing education at the college or university level, or community-based programs. To me it's always been exciting and challenging because we're giving someone an opportunity who otherwise wouldn't have it.

So many times I've seen a mind kindled that's just lain there in idleness for a long period of time. That's always an exciting thing to witness. Your combined testimony really was excellent.

Mrs. SPRINGER. Thank you very much.

Mr. RATCHFORD. Thank you for coming.

Mr. FORD. I would like to observe that both of these programs are long overdue all over the country, and this access for women to technology really fascinates me. From the very frank recognition here it seemed that women who were passing through the school system at a time when sex stereotyping was too strong for them to discover any latent potential in being a genius in technology. It recognizes that we have changed our attitudes with respect to the people presently going through the normal school age and that we can expect there to be more women in technology as a result of that.

But it's a very frank sort of recognition that there is a special pool of potential talent that can be rewarding in two ways, to society using talent and to individuals that are out there because we are still coming down off of the mountain that said that it wasn't nice for girls to be too good at math. Nobody wants to date somebody that's good at math.

Mrs. ELLIOTT. That's changing.

Mr. RATCHFORD. Thank you.

Mrs. SPRINGER. Thank you very much.

Mr. FORD. Mrs. Gloria Perez, Meriden Red Cross, Meriden, Conn.

STATEMENT OF GLORIA PEREZ, MERIDEN RED CROSS, MERIDEN, CONN.

Mrs. PEREZ. Good afternoon. My name is Gloria Perez. I am a Hispanic outreach worker. My association with the American Red Cross as a result of a grant from the University of Connecticut Health Center began on October 16, 1978, duration 1 year. This pilot project is designed to educate and obtain support from the Hispanic community for the Connecticut Red Cross blood program. I might also say it was financed by title I A of the Higher Education Act.

My assigned duties for the first several weeks before joining the Meriden chapter as their outreach worker was studying pamphlets and assorted materials related to the American Red Cross, its programs and functions. I also participated in a tour of the Farmington facility as part of my initial education into the Connecticut Red Cross blood program.

My activities in Meriden began with a "door-to-door" campaign which I though would be the most effective way of meeting members of the low income community. This proved to be most beneficial. This "grassroots" approach showed that many Hispanic citizens were blood donors and knew about the activities of the Red Cross. They were interested in the Meriden chapter's Hispanic blood program and were most willing to participate as donors or volunteers.

Community agency personnel from the Community Action Agency, Community Office of Mills Apartments, the Pine Street Community Agency, the New England Farm Workers Union, legal aid, the Charismatic Movement of the Catholic Church, several Pentecostal Churches and the Meriden YWCA all assisted me in meeting people from the Mills Apartment area.

My first presentation was held at Community Hall, Mills Project where I showed a film in Spanish that gave an introduction to the Connecticut Red Cross blood program. There was great interest shown by my receptive audience of 65 persons. Refreshments donated by local Spanish grocers were served and a lively discussion followed. The second demo was held at a Pentecostal Church. Fifty-five persons attended. Another presentation at yet another Pentecostal Church brought 45 interested listeners and my final program at the Meriden YWCA resulted in 10 persons attending.

Radio station WLVH in Hartford hosted a talk by me for Father Las Era's community forum program. This 30-minute broadcast dealt with a discussion of the blood program in Connecticut.

St. Rose Church of Meriden also cooperated in spreading the word through a Spanish-speaking priest who made two announcements regarding the upcoming Hispanic bloodmobile.

Another media approach used was through "Sabia Usted," "Do You Know," a weekly column of the Meriden Record that is designed to reach the Hispanic population of the area.

Bloodmobile posters explaining the when and where of the first Hispanic bloodmobile in Meriden were widely distributed throughout the city.

The result of the above efforts was a Hispanic-sponsored bloodmobile held on Monday, February 5, 1979. Eighty-three people appeared to give blood. Three gave a quantity not sufficient and 67 gave blood successfully. The canteen food was prepared by ladies from the Hispanic community and the food was donated by grocers who provided the ingredients for a Spanish stew.

More tours of the blood center are being arranged for interested Hispanic persons in Meriden and another bloodmobile is planned for Saturday, April 28, 1979, at the Latin American Society Club. For the bloodmobile tomorrow we have included 135 persons. Most of them are Spanish.

This most current bloodmobile was promoted through a total multimedia campaign. I utilize the services of the Meriden Record Journal, WRYM Radio, WLVH, WMMW, cable TV posters, door-to-door contact, a letter campaign and telephone calls.

As one could see, I utilized every conceivable sense to inform the public. Audio, visual and vocal communication were used on all fronts.

Dialog and playback are essential to produce public awareness having taken a course in effective multimedia first-aid course will greatly help me in this task. I also took another session of how to train volunteers.

Through my door-to-door campaign I have discovered that many Hispanics contribute blood at their place of work and want to know more about Red Cross and its blood program.

I would like to show you. These are the newspaper media that I have used so far. There is one in today's newspaper which I brought with me. But I haven't clipped it.

Mr. FORD. She is pointing out that in her story it's referred to as a federally funded program.

Mrs. PEREZ. I designed this poster, which has been used for the upcoming bloodmobile. What it says in English is, "life is beautiful, help prolong it."

Mr. FORD. Gloria, your testimony looks so familiar. I had to track back. This morning when Dr. DiBiaggio testified he attached to his testimony a memorandum describing your activities with the program and identifying you as the outreach worker involved with this program. The memo has considerable detail in it with respect to the numbers of people involved and the interrelation with the University of Connecticut and we thought this morning it was a very fine program when we heard it described by the president of the university. But I'm pleased to see that you personalize it even more.

You describe people who became involved with you in the project. "Community agency personnel from the Community Action Agency, Community Office of Mills Apartments, the Pine Street Community Agency, the New England Farm Workers Union, legal aid, the Charismatic Movement of the Catholic Church, several Pentecostal Churches and the Meriden YWCA all assisted me in meeting people from the Mills Apartment area."

Just the fact that you as one outreach worker got the cooperation from that many groups within the community is an indication not only that you're a very energetic and persistent person but that for a very small investment we're getting an awful lot of agitation and activity in the community.

Mrs. PEREZ. They already call me their vampire.

Mr. RATCHFORD. How do you say it in Spanish?

Mrs. PEREZ. La Vampira.

Mr. **Ford**. I have some appreciation for the very exquisite forms that Spanish-speaking people have for their humor since I married a Peruvian. You are from Puerto Rico?

Mrs. **Perez**. Puerto Rico.

Mr. **Ford**. The committee was very interested in Puerto Rico when it visited a nursing school and discovered that everybody was studying at nursing school in English although they had been educated all their life in Spanish. You have to become bilingual in Puerto Rico in order to go to nursing school. When we asked why, we were informed because there just isn't any material printed in Spanish. No one has really put it together. You might be interested in some of the things they're doing down there to meet this need in developing health materials in the Spanish language, not just translations but developing materials. To my knowledge it's the only place where the Spanish language and the English language are coming together in that fashion.

Mrs. **Perez**. I have done quite a few translations, while I have been working for these programs.

Mr. **Ford**. Thank you very much.

Mrs. **Perez**. Thank you very much.

Mr. **Ford**. This is a fine example of getting a lot of bang for our buck.

Mr. **Ratchford**. Thank you.

Mrs. **Perez**. Thank you.

Mr. **Ford**. Dr. Jamison Gilder, American Association of Community and Junior Colleges, Washington, D.C., and Dr. Charles B. Kinney, president of Mattatuck Community College.

Mr. **Ratchford**. Chairman Ford, we both have to thank Dr. Kinney for opening up this fine facility to us. We appreciate not only the facility but the hospitality.

Mr. **Ford**. I want to thank you very much and also tell you that we're envious of this kind of a setting for a community college. The Wayne County Community College system had the great wisdom and foresight about the time I became chairman of this committee to open a campus in my home town that has trees. It's the only community college in the whole county that has a tree-lined campus. I'm very proud of it. We're glad to see that community colleges are treated in this area much better than they have been in other parts of the country and are such a growing phenomenon here.

Some of us might have a belief that community colleges have demonstrated that they are the wave of the future.

We have prepared testimony on title I of the Higher Education Act by Dr. Jamison Gilder, Director of Policies for Lifelong Education Office, American Association of Community and Junior Colleges, Washington, D.C.

Without objection the prepared statement will be inserted in full at this point in the record and I'll ask you to proceed to add to it, or supplement it in any way that you like.

[Prepared testimony of Dr. Gilder follows:]

TESTIMONY BY DR. JAMISON GILDER

Mr. Chairman and members of the Subcommittee, I am Jamison Gilder, Director of the Policies for Lifelong Education office for the American Association of Community and Junior Colleges in Washington, D.C. As a former staff member of the Connecticut Board of Higher Education and as a resident of the nutmeg

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state of Connecticut, it is my great pleasure to testify before you today on Title I of the Higher Education Act.

Tomorrow, in Chicago, the Commission on Governmental Affairs and the Board of Directors of AACJC will be meeting to discuss the staff draft of our revisions to Title I. No doubt these two policy-making groups will offer additional suggestions and changes which AACJC will incorporate into its final draft to the House Subcommittee on Postsecondary Education. Today, therefore, I would like to give a general overview of the impact of Title I (A) on the community colleges of Connecticut and throughout the nation. I will also outline briefly for you the AACJC's forthcoming proposal for a new, expanded Title I.

First, as director of a W. K. Kellogg Foundation project at AACJC, devoted to the changing of obsolete governmental and institutional policies which impede learning opportunities for non-traditional kinds of college students, I must applaud Mr. Ford, Mr. Ratchford, and other members of the Subcommittee and Congress who helped the Carter Administration "see the light" and fund the independent student provisions authorized by the Middle Income Student Assistance Act. Your persistent work in helping to remove many of the inequities in student assistance programs, as evidenced by MISAA, means that approximately 70,000 additional adult students—displaced homemakers, veterans, citizens in need of re-training, and working-poor parents will become eligible for a Basic Educational Opportunity Grant in the fall of 1979. In addition, approximately 620,000 other adult (independent) students will have their BEOG awards increased. The thousands of tax-paying citizens attending college as "independent "students deeply appreciate your efforts.

Although this hearing is on Title I, Community Service and Continuing Education, it is important to take a look at how this title relates to others in the Higher Education Act. Certainly, Title IV, the student assistance section, encourages certain kinds of students to attend postsecondary institutions. The changes made by MISAA and the additional suggestions made by Congress, AACJC, and other groups for the reauthorization of Title IV will mean that more and more of the discrimination against adult, independent students will be removed. With the changing demographics in higher education, the improvement of student aid programs and consumer information, and the increased social expectations on the part of women and older learners generally, the adult student population will continue to grow in numbers. As the Chairman has pointed out on several occasions the average student age now at community and junior colleges nationally is 30. It is 35 for women students.

With the increase of older students, colleges are very concerned about providing curricula and support programs that facilitate the learning experiences of this growing majority of learners. This development, unfortunately, corresponds with taxpayer revolts at the local and state levels—those governments most responsible for the financing of community and junior colleges. When college budgets are cut—the first programs to go, usually, are those of an innovative nature, those that provide support services, and/or those directed at part-time students. As the members of the Subcommittee know, most of the part-time students are adult learners.

Indeed, the critical importance of Title I is that it helps to fill the gap between student needs on the one hand and the sum of the available campus funds on the other. Title I has funded many pilot continuing education programs that have later been incorporated into the general curriculum of institutions. Here in the state of Connecticut, for instance, 156 projects have been funded at 27 institutions over the past 12 years, for a total of 2,054,211 dollars. The Title I program has been administered by the 1202 commission in Connecticut, which has tried to give a fair and equitable treatment to the various institutional sectors of higher education in the state. Our major problem with Title I (A) in Connecticut has been that the funds appropriated for the state have been insufficient to fund all the worthy proposals submitted.

On the national level, the history of Title I is more uneven. Most states designate agencies other than their 1202 commissions to administer Title I funds. These agencies are often affiliated with the state university extension center—a relationship that adversely affects the number of proposals funded at other postsecondary institutions, including community and junior colleges. Generally, the experience of two-year colleges with the Title I programs has been one of frustration—of being unable to participate proportionately in Title I funds. For this reason, the American Association of Community and Junior Colleges will officially ask the Subcommittee to consider requiring that Title I funds for continuing education be administered by 1202 commissions and not just "any" state agency. We believe that the 1202 commissions would treat postsecondary institutions within the states with more neutrality, as in the case of Connecticut.

The AACJC proposal for a new Title I will therefore include a request for the reauthorization of Part A with the stipulation that state allocations be administered through 1202 commissions. In addition, AACJC will propose that other related titles of the Higher Education Act, as well as other related bills introduced by the 96th Congress, be incorporated and consolidated into various sections of a new, larger Title I.

Although our proposal is still under consideration by our Commission and Board, I feel confident that our final proposal will promote new services for non-traditional students, including lifelong learners, as well as foster cooperation among post secondary institutions. It will probably contain a substitute for Part B of Title I—the lifelong learning provision. Although AACJC is a champion of lifelong learning—and my project is an example of our commitment—we feel that the present Part B is too inclusive and too vague a concept for easy comprehension by the Congress and by the public. We would substitute language similar to Title X, as amended in 1976, for Part B. As the Committee knows, the 1976 amendments changed Title X to a program that would provide grants on a competitive basis to most postsecondary institutions (not just community and junior colleges) to address the needs of non-traditional students, such as minorities, women, the handicapped, and lifelong learners—who tend to be older, part-time, and in need of re-training. Our amendment would re-direct the focus for lifelong learning to those post-secondary educational institutions that have hands-on experience with the new clientele of learners.

AACJC supports Mr. Ford's Urban University Grant bill and would like to see it incorporated as another part of Title I, since H.R. 3181 is closely related to the "community service" thrust of Title I. We also propose that Title I include a new provision—a technology-transfer bill—that would encourage cooperation between research instituted, community colleges, and other local postsecondary institutions to promote the application of the $20 billion federal R & D effort to the social and economic problems at the "grass-roots" level. Under our proposal, the research institutes would use the products of federal research and development projects, translate the specific technology where appropriate and community colleges and/or other postsecondary institutions would disseminate the application information to the community. (The Small Business Development Centers of the SBA and the programs of the Energy Extension Service are examples of the proposed technology-transfer concept.)

The AACJC Title I proposal would, in any case, bring together the higher education community and consolidate related programs that are oriented to meeting the needs of non-traditional students and their communities, Such a consolidation would bring a philosophy to Title I that would relate the continuing education and community functions to the federal effort to expand access and opportunities to the new kinds of students. AACJC will have its proposal ready for your consideration in the very near future.

I will be very happy to answer any questions you might have on Title I as currently authorized, and I thank the Subcommittee again for the opportunity to present this testimony.

STATEMENT OF DR. JAMISON GILDER, AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES, DIRECTOR, POLICIES FOR LIFELONG EDUCATION OFFICE

Dr. GLIDER. Mr. Chairman and members of the subcommittee, I am Jamison Gilder, Director of the Policies for Lifelong Education Office for the American Association of Community and Junior Colleges in Washington, D.C. As a former staff member of the Connecticut Board of Higher Education and as a resident of the nutmeg State Connecticut, it is my great pleasure to testify before you today on title I of the Higher Education Act.

Tomorrow in Chicago the Commission on Governmental Affairs and the Board of Directors of AACJC will be meeting to discuss the staff draft of our revisions to title I. No doubt these two policymaking groups will offer additional suggestions and changes which AACJC will incorporate into its final draft to the House Subcommittee on Postsecondary Education. Today therefore I would like to give a general overview of the impact of title IA on the community colleges of Connecticut and throughout the Nation. I will also outline briefly for you the AAJC's forthcoming proposal for a new, expanded title I.

First, as director of a W. K. Kellogg Foundation project at AACJC which is devoted to the changing of obsolete governmental and institutional policies which impede learning opportunties for nontraditional kinds of college students, I must applaud Mr. Ford, Mr. Rachford, and other members of the subcommittee and Congress who helped the Carter administration "see the light" and fund the independent student provisions authorized by the Middle Income Student Assistance Act. Your persistent work in helping to remove many of the inequities in student assistance programs, as evidenced by MISAA, means that approximately 70,000 additional adult students, displaced homemakers, veterans, citizens in need of retraining and working-poor parents will become eligible for a Basic Educational Opportunity Grant in the fall of 1979. In addition, approximately 120,000 other adult—independent—students will have their BEOG awards increased.

Mr. FORD. Let me see if I can negotiate a change. The figure in the last line you read is 620,000, not 120,000. And you're too generous with us. The 620,000 is pending applications, although it may be adjusted upward as a result of the generosity of the administration in changing their definition of "independent student."

Dr. GILDER. We will submit a statement amending the testimony for the record.

Mr. FORD. We will correct it before it gets in the record.

Dr. GILDER. Thousands of students will have their BEOG grants increased. The thousands of taxpaying citizens attending college as "independent" student deeply appreciate your efforts.

Although this hearing is on title I, Community Service and Continuing Education, it is important to take a look at how this title relates to others in the Higher Education Act. Certainly, title IV, the student assistance section, encourages certain kinds of students to attend postsecondary institutions. The changes made by MISAA and the additional suggestions made by Congress, AACJC, and other groups for the reauthorization of title IV will mean that more and more of the discrimination against adult, independent students will be removed. With the changing demographics in higher education, the improvement of student-aid programs and consumer information, and the increased social expectations on the part of women and older learners generally, the adult student population will continue to grow in numbers. As the chairman has pointed out on several occasions, the average student age now at community and junior colleges nationally is 30. It is 35 for women students.

With the increase of older students, colleges are very concerned about providing curricula and support programs that facilitate the learning experiences of this growing majority of learners. This development, unfortunately, corresponds with taxpayer revolts at the local and State levels, those governments most responsible for the financing of community and junior colleges. When college budgets are cut the first programs to go usually are those of an innovative nature, those that provide support services and/or those directed at part-time students. As the members of the subcommittee know, most of the part-time students are adult learners.

Indeed, the critical importance of title I is that it helps to fill the gap between student needs on the one hand and the sum of the available campus funds on the other. Title I has funded many pilot continuing education programs that have later been incorporated into the general curriculum of institutions. Here in the State of Connecticut, for instance, 156 projects have been funded at 27 institutions over the past 12 years, for a total of $2,054,211. The title I program has been administered by the 1202 commissions in Connecticut, which has tried to give a fair and equitable treatment to the various institutional sectors of higher education in the State. Our major problem with title IA in Connecticut has been that the funds appropriated for the State have been insufficient to fund all the worthy proposals submitted.

On the national level, the history of title I is more uneven. Most States designate agencies other than their 1202 commissions to administer title I funds. These agencies are often affiliated with the State university extension center, a relationship that adversely affects the number of proposals funded at other postsecondary institutions, including community and junior colleges. Generally, the experience of 2-year colleges with the title I programs has been one of frustration, of being unable to participate proportionately in title I funds. For this reason, the American Association of Community and Junior Colleges will officially ask the subcommittee to consider requiring that title I funds for continuing education be administered by 1202 commissions and not just any State agency. We believe that the 1202 commissions would treat postsecondary institutions within the States with more neutrality, as in the case of Connecticut.

The AACJC proposal for a new title I will therefore include a request for the reauthorization of part A with the stipulation that State allocations be administered through 1202 commissions. In addition, AACJC will propose that other related titles of the Higher Education Act, as well as other related bills introduced by the 96th Congress, be incorporated and consolidated into various sections of a new, larger title I.

Although our proposal is still under consideration by our commission and board, I feel confident that our final proposal will promote new services for nontraditional students, including lifelong learners, as well as foster cooperation among postsecondary institutions. It will probably contain a substitute for part B of title I, the lifelong learning provision. Although AACJC is a champion of lifelong learning—and my project is an example of our commitment—we feel that the present part B is too inclusive and too vague a concept for easy comprehension by the Congress and by the public. We would substitute language similar to title X, as amended in 1976, for part B. As the committee knows, the 1976 amendments changed title X to a program that would provide grants on a competitive basis to most postsecondary institutions, not just community and junior colleges, to address the needs of nontraditional students, such as minorities, women, the handicapped, and lifelong learners, who tend to be older, part-time and in need of retraining. Our amendment would redirect the focus for lifelong learning to those postsecondary educational institutions that have hands-on experience with the new clientele of learners.

AACJC supports Mr. Ford's urban university grant bill and would like to see it incorporated as another part of title I, since H.R. 3181 is closely related to the "community service" thrust of title I. We also propose that title I include a new provision, a technology-transfer bill, that would encourage cooperation between research institutes, community colleges, and other local postsecondary institutions to promote the application of the $20 billion Federal R. & D. effort to the social and economic problems at the "grassroots" level. Under our proposal, the research institutes would use the products of Federal research and development projects, translate the specific technology where appropriate, and community colleges and/or other postsecondary institutions would disseminate the application information to the community. The Small Business Development Centers of the SBA and the programs of the Energy Extension Service are examples of the proposed technology-transfer concept.

The AACJC title I proposal would, in any case, bring together the higher education community and consolidate related programs that are oriented to meeting the needs of nontraditional students and their communities. Such a consolidation would bring a philosophy to title I that would relate the continuing education and community service functions to the Federal effort to expand access and opportunities to the new kinds of students. AACJC will have its proposal ready for your consideration in the very near future.

I will be very happy to answer any questions you might have on title I as currently authorized, and I thank the subcommittee again for the opportunity to present this testimony.

Mr. FORD. Thank you. We will proceed with Dr. Kinney. Then we'll have questions. Without objection the prepared statement presented by Charles B. Kinney, president of Mattatuck Community College, will be inserted in full at this point in the record and you may proceed to add to it, supplement or highlight it as you wish.

[Prepared testimony of Charles Kinney follows:]

TESTIMONY OF CHARLES B. KINNEY, PRESIDENT, MATTATUCK COMMUNUTY COLLEGE

Representative Ford and members of the House of Representatives Post-Secondary Education Subcommittee, Mattatuck Community College is highly honored to have your sub-committee hold this Congressional Field Hearing on Title I-A of the Higher Education Act. We are pleased that you have come to our campus. I think that this practice of bringing Congressional hearings closer to the people should assist both the Congress and those of us who have difficulty in getting to Washington to make our interests known. I should like you to know that you are always welcome to come to Mattatuck Community College. A hearing room will always be made available to you.

May I add a few comments about the subject of today's hearing—Title I–A (HEA) Refunding and Reauthorization.

I have been informed that the budget for fiscal year 1980, contains no funds for Title I–A of the Higher Education Act. This title for at least a decade had provided support for a variety of special programs in community services and continuing education acts. Mattatuck Community College has benefited from this program in a number of ways. During this past decade the college has had a number of grants under Title I–A.

May I mention one of these as illustration. The State of Connecticut has not budgeted its community colleges for educational research or for programs of community services. The budgetary practices in this state for community colleges are almost entirely to cover the instructional and administrative costs for the conduct of credit courses in approved academic and vocational programs leading to the associate degree.

As a community college Mattatuck has become increasingly concerned with some of the basic needs of Waterbury, an industrial city in a period of transition, a city which had been dominated by a few large national industries. It prided itself upon being called the Brass City of the World. They no longer dominate the city; some have disappeared. Many smaller businesses have attempted to replace the disappearing giants.

We have become increasingly concerned with the very small number of minority businessmen who had developed successful businesses in this changing city. Our investigation showed us that there were a number of small shops, stores, garages, filling stations owned and operated by members of the minority community. Most of these knew little about records' keeping, sound purchasing, proper accounting procedures, or other business practices which should be followed to have a profitable enterprise.

Mattatuck had insufficient funds of its own to do much. With the help of two Title I–A grants, the college did have the risk capital to try to set up a project through which faculty members, advanced students in business organization and accounting, working with the local Chamber of Commerce and New Opportunities for Waterbury, could provide consultation services for minority businessmen to help them improve their marketing skills, develop better financial records strengthen their credit ratings. Each week over a period of a year or more a staff member or student worked individually with a minority businessman. These were followed by group seminars. Some of these individuals then on their own came to the college for introduction courses.

There were both successes and failures. We believe, however, that this program did help to salvage a number of businesses which would have gone down the drain without this assistance. Some of our staff and former students have continued to work as consultants for some of these individuals. The long-time gain for the community is much more than the $16,000 which the college received from the federal government over a two year period.

In a period of financial constraints, Mattatuck finds itself with a number of projects presenting themselves. We would look toward Title I–A funding as a means of joining together our meager financial resources with Title I–A funds. For example, in cooperation with other Waterbury institutions, Mattatuck would like to establish a Women's Counselling Center in a down-town location. More and more, women are returning either to college or to the job market. Many have no marketable skills and little idea as to how to get them. Many need counselling to help them determine directions they should follow. Most simply don't know what resources are available to them. Such a Center would be a ready resource for displaced homemakers, who through family or personal disaster are forced into the job market without any significant vocational preparation.

Another project which should interest both the college, the community, and the federal government would be one for Affirmative Action Training. While many small businesses, community agencies, and other enterprises are interested in and support the goals of affirmative action, they need help in developing suitable affirmative action plans and support in developing their skills to achieve the goals of affirmative action. An affirmative action training program which would include a great deal of sharing of good practices seems a very logical Title I–A project.

I mention these two proposals to the committee. Without federal support a project of this kind is unlikely to get off the ground. The risk capital provided by the federal government is often sufficient incentive to get a worthwhile project underway. I would also suggest that more of these funds should be directed toward community colleges, as they have a special mission responsibility toward meeting community needs.

Thanks again for coming to Waterbury and Mattatuck and for the opportunity to appear before your sub-committee.

STATEMENT OF CHARLES B. KINNEY, PRESIDENT, MATTATUCK COMMUNITY COLLEGE

Mr. Kinney. Representative Ford and Representative Ratchford, Mattatuck Community College is highly honored to have your subcommittee hold this congressional field hearing on title IA of the Higher Education Act. We are pleased that you have come to our campus. I think that this practice of bringing congressional hearings closer to the people should assist both the Congress and those of us who have difficulty in getting to Washington to make our interests known. I should like you to know that you are always welcome to come to Mattatuck Community College. A hearing room will always be made available to you. And I hope, Representative Ratchford, you will take advantage of this opportunity.

I'd like to follow up Dr. Gilder's comments with the personal reaction of one of the community colleges in Connecticut as we have used and as we see title IA of the Higher Education Act.

As a community college in the State of Connecticut Mattatuck is not funded for educational research or specifically for programs of community service. Budgetary practices in the State for community colleges are almost entirely to cover the instructional and administrative costs for the conduct of credit courses and approved academic and vocational programs and not for special services to the community.

As a community college Mattatuck has become increasingly concerned with some of the basic needs of Waterbury, an industrial city in transition, a city which until a decade or so ago had been dominated by three or four major metal industries. It prided itself on being called "the brass city of the world." These large industries no longer dominate the city. Many have disappeared and many smaller businesses are attempting to replace the industrial giants.

At the college we have become concerned with the increasing number, a very, very small number of minority businessmen, who have tried to establish successful businesses in this community. Our investigation has shown us that there were a number of small shops, stores, garages, filling stations owned and operated either by a mother and father or by a single entrepreneur, members of the minority community. We found that most of these know little about records keeping, sound purchasing, proper accounting procedures, or other business practices which must be followed to have a successful business enterprise.

Mattatuck had insufficient funds of its own to do very much. However with the help of two title IA grants the college had the risk capital to try to set up a project through which faculty members, advanced students in business organization and accounting, working with the local Chamber of Commerce and New Opportunities for Waterbury, could provide consultative services for minority businessmen to help them improve their marketing skills, develop better financial records, strengthen their credit ratings. Each week over a period of 2 years Mattatuck staff and students worked individually with minority businessmen to try to help them strengthen their business practices. These individual efforts were followed by group seminars and some of these individuals on their own have come to the college to try to improve their business understanding.

We had both success and failure. But we do believe that this program did help to salvage a number of minority businesses which would have gone down the drain without this assistance. Some of our staff and former students are still continuing to work as consultants for some of these businesses. The long-term gain for the community is much more than the $16,000 which we received from the Federal Government over a 2-year period, as part of two title IA grants.

Mattatuck in a period of financial constraint hopes to find similar programs supported by the Federal Government. Two that we have in mind at the moment are, one, to develop in cooperation with other colleges in the city a downtown women's counseling center which would do some of the same things which you've heard the Hartford College for Women is doing. I don't think I need to go into the reasons for this.

We do know that many, many people, some of them displaced homemakers, have for family or personal disaster reasons been forced into the job market without adequate training, who need the kind of assistance we believe these colleges can perform together.

We think more can be done with the project in the field of affirmative action training, which would help all of us carry out another mandate of the Federal Government.

These are two projects that this college is looking forward to, two projects which we think will further both the national interest and the local interest of the city of Waterbury.

I would like again to say thanks for coming, both to Waterbury and to Mattatuck Community College. We are here to work with you in any way possible.

Mr. Ford. Thank you very much, Dr. Kinney.

In the third paragraph of your prepared statement you note, "I have been informed that the budget for fiscal year 1980"—or more correctly the President's budget request for fiscal year 1980—"contains no funds for title IA of the Higher Education Act."

This causes me to recognize that in talking about zero budgeting for this program that you're maybe creating a confusion as to what the process is. I hope we haven't created a feeling of hopelessness. The President recommends with a budget request. We adopt a budget resolution. But the ultimate decision is made by the Congress in the appropriating process.

I think it might be appropriate to look at the history of title I. In 1966, which was the first fiscal year for which funds were authorized, President Johnson asked for $10 million. We appropriated $10 million.

In 1967 he asked for $10 million. We appropriated $20 million.

In 1968 again the Johnson budget asked for $10 million. Wait a minute. It's the other way around. He asked for $20 million in 1967. Congress appropriated only $10 million. He asked for $16.5 million in 1968. Congress appropriated only $10 million.

In his last budget, fiscal 1969, he asked for $10 million. Congress appropriated $9.5 million.

From there on the figures switch, where the requests become the low number and appropriation becomes the big number.

The first Nixon budget asked for $9.5 million. We appropriated $9.5 million.

Next year he asked for zero. We appropriated $9.5 million again.

Next year he came back with a request for $9.5 million and he got $9.5 million.

In 1972, on the 1973 fiscal year, he asked for zero. We jumped the $9.5 up to $15 million.

In 1973 he asked for zero. We appropriated $14.2 million.

In 1974 he asked for zero. Again we appropriated $14.2 million.

In 1975, 1976, he asked for zero and then finally in 1977, fiscal 1977, which would be President Carter's first budget request, there was a request for $12 million. We appropriated $14 million.

It's interesting that we've appropriated the same or greater amount of money. The implication one might draw from this is that the Congress for the life of this program has tended to ignore the President's request, either on the high side or the low side. So I wouldn't be too discouraged about the budget request, we've had the program for 13 years. Seven of those years Presidents have asked for no money for the program, and every year it's been appropriated at a minimum of $9.5 million and as high as $18 million, which was the result in fiscal 1978 when President Carter asked for $12 million. Congress appropriated $18 million. That's the last year for which the appropriation was made.

For the 1979 and 1980 budgets, the President's request was zero. In 1979 there was a zero request, which became a $16 million appropriation.

There's no way to predict what appropriations will be in this year, which is a bad year. But because we have had this question of a zero budget request come up so many times, I think it's important to keep in mind that the history of title I has been that Congress has been more generous with it than any of the Presidents, except President Johnson in the very early part of the program.

Mr. RATCHFORD. Mr. Chairman, doesn't this really suggest the nature of the constituency? It's a struggling constituency. It's a new constituency that's coming to a new life or a new reality. It's a constituency, if you will, that's so bound down by economic reality that it doesn't have much time to organize or protest.

Mr. FORD. I think it's a constituency that's better known to Members of the House than it is to Presidents. But that's not unusual. That's the rule rather than the exception.

Mr. RATCHFORD. Let's hope that's the case this year, too.

Mr. FORD. This is a program that consistently resists efforts of budget directors who have difficulty understanding it, and Congress nevertheless continues appropriating for it. This is not one of those sexy new missile systems or something where there is a great public outcry supporting it. No Congressman is going to be defeated for his vote on appropriation on title I. It's a program that, without having a whole lot of visibility, a whole lot of sex appeal, has been consistently supported by the Congress. We expect that that support would continue. But it's just a little tougher now than it has been in the past to sell that support.

That's why your testimony here and your hospitality in affording us an opportunity to be here in the heartland of industrial Connecticut to take the testimony we are receiving is important because this is the ammunition that we will use when we march up the Hill asking for money.

I sat where you're sitting yesterday with the Appropriations Committee with "my hat in my hand," and respectfully begged for money for all of these programs, making absolutely sure that we had the most up-to-date figures for how Kentucky would be better off with my figures than with the President's, since the chairman is from the great State of Kentucky. Not only the chairman of our full committe but the chairman of the Appropriations Committee, who has our money in his pocket.

Dr. Gilder, I'm slightly confused by your statement, indicating at this stage AACJC is contemplating giving us a massive rewrite of title I. Your recommendations as an association came to us before the February deadline, like everybody else. They are totally silent as to title I except to the extent that your organization is a part of ACE and the recommendation of ACE is simply, "extend title I as it is until 1985." What has happened since February that caused your association now to decide that you want substantial changes instead of a simple extension of title I? Is this a reaction from within the community college community?

Dr. GILDER. No. Since November of last year there has been an attempt—for—what I take to be—the first time in the "world of the associations" in Washington—to get together, in advance of the reauthorization process, and to begin—as much as is possible with the associations that represent different interests—to come to agreement in advance on areas they have in common.

Those meetings have been going on over the last several months. AACJC represents 1,200 community colleges and has very specific interests in the adult learner and in title I. At the same time, however, they have unfortunately been somewhat excluded from it in the past. We've been participating in these joint meetings and have—along with a number of other associations—come to common language.

I believe that the proposal to be submitted by AACJC will be seconded by a number of the organizations we're been meeting with. It's basically a four-part proposal.

Part 1 would be a continuing education and community services program.

Part 2 would be an improvement in postsecondary education program.

Part 3 would be an urban university grants bill similar to your own proposed resolution 3181.

Part 4 would be the technology transfer bill that I've described in my testimony.

Mr. FORD. You present us with an interesting problem. We thought that we had avoided the possibility of precisely what your organization is doing. We sent out 500 copies of everybody's response to our invitation of last fall for specific suggestions so that all the other organizations now have reason to believe that your recommendations already filed with us are what you're going to ask for.

The minute that the higher education community hears that you are coming in with this proposal, we're going to get requests from people who have already testified to come back and start over again because they are going to say, "Had we known they were going to take this position, our position would have been different." This is what we tried to avoid.

I'm certainly pleased that you're supporting our urban grant university bill, but your proposal, for example, to require the administration of the programs by 1202 commissions instead of any State agency is, to say the least, going to be extremely controversial.

You do know that there are States that just totally ignore the 1202 agencies. Some think that they're a totally ridiculous imposition because in the very large States they don't have very much recognition.

As Dr. Wolanin just remarked to me, in Wisconsin they refuse to have a 1202 commission. By refusing to create one, or to change their existing State agency in any way, that would make the State agency comply as a 1202 agency. In some States, particularly the very small States, 1202 agencies might be an appropriate administrative tool.

I suspect that in my State the suggestion, that a 1202 commission take over the program might be very difficult and lead to lots of arguments. In New York State they will reject it out of hand. I'm sure in California they'll have no part of it.

The point I'm trying to make is you're coming in now telling us that some time soon we are going to receive a request on behalf of the community and junior colleges to make a very basic change that creates political problems in a large number of States.

It doesn't create any problems for me because I don't see any real difficulty with doing it one way or the other although I prefer that States have their own autonomy. I have no preconceived notion about whether 1202 commissions would be a good way to do it. But I know enough about the background of problems we've had with 1202 commissions to know that you are throwing us into a real political confrontation at the State level if we attempt to follow that recommendation.

Dr. GILDER. I agree with you. That is very likely.

Mr. FORD. If you get that feeling back to the organization, they might reconsider whether they want to get into that kind of recommendation. The other recommendations are sort of in line with what everybody else is saying. Everyone else may not agree with you. But that one issues can start a debate that's going to hold us up.

Dr. GILDER. I agree with you that it is likely to be controversial. However, we have heard testimony all day today that the title I program is the key program that opens access and opportunity in new ways that no other programs provide. We've heard tremendous testimony about contracting with business where academic programs offer new degree opportunities—for people who never experienced this before. That was a program, I might add, that was with the community college.

We have seen how title I programs offer opportunities for women and disadvantaged groups in ways that they never had access before. I believe that one of the real strengths of the Post-secondary Education Subcommittee over the past two decades has been that it has consistently supported the Federal education policy on equal opportunity for everyone.

At the same time we are facing a very, very serious and critical situation with regard to resources, and a contraction in higher education that is leading to problems we've never faced before.

It is necessary for the committee to show the leadership that prevents a disproportionate equality of opportunity in sectors of higher education. Not all sectors meet the needs of the older, the nontraditional, the women students, the handicapped—precisely the students who are enrolling by the millions in community colleges. Because funds for the program to expand access are not going to the institutions that have historically provided that access, we believe there is a critical situation. The 1202 commission is the only Federal agency for comprehensive postsecondary planning and needs to play a stronger role.

Here in the State of Connecticut as Commissioner Usden said this morning, there is a very significant private sector. The 1202 commission in every State is the only location where the private sector and the public sector can be brought together for comprehensive planning and resource sharing. With the reauthorization of the Higher Education Act this year, the opportunity presents itself—at a time that may not come again—to bring together the sharing of resources in application of programs to insure equality of opportunity. I believe, although it is controversial that it is a subject that must be discussed with regard to equity and access.

Mr. **Ford**. Here is where I think we're getting into a little bit of confusion. What you describe is not what we understand the case to be with respect to 1202 commissions. Here in Connecticut the State educational agency has been designated as a 1202 commission because it meets all of the criteria that are required for broad representation of the public, et cetera. So they've chosen to do that.

But nationally 24 States have 1202 commissions that are separate from the State department of education. Twenty-two of the States have a situation like we find here in Connecticut and three have the State department of education, the general State department of education. Twenty-two have the higher education relationship.

So when you look at the 50 States you'll find—or 49 because Wisconsin says in effect, "We just aren't going to play," there is a high probability that the proposal you make would not cause any trouble in Connecticut or the other 21 States that have an arrangement like that like Connecticut.

There is also a high probability that you'll catch all kinds of flak from the 24 States that deliberately created a separate 1202 commission, separate and apart. Part of the reason they have to do that, I might say, is that most frequently the structure of State educational supervision at the State level is set by constitution in the State, not by statute that can be readily amended by the legislature. So they're stuck with a structure that sets up a commissioner of education for higher education and a particular kind of governing board or commission or what have you and they don't have much choice. In that kind of a state they might choose not to meddle with that and it may not qualify as it does here in Connecticut for a 1202 commission.

So what I'm asking is please go back to Jack Tirrell and talk to him about these figures and see whether or not at this point your organization wants to get us into that kind of a fight. Maybe there are other members of the committee who have more confidence in the universality of the 1202 commission than I have. But ever since this animal has been created it has been controversial. Some States think they're wonderful and some don't. Just as some States elect their state superintendent of public instruction and other people think that's a barbaric old-fashioned custom and have them appointed by a barbaric old-fashioned Governor.

Dr. **Gilder**. To relate that specifically to title I, it would be interesting to look at the administration of the funds in title I. How have they been applied to local community problems in States where they are administered by "any" State agency as opposed to States where they are administered by the 1202 commission? How is the flow of the Federal funds being applied to the solution of community problems and expanded access in those States?

Mr. Ford. I suppose you could look at the 22 States that have separate 1202 commissions to see if they use the 1202 commission instead of an existing State agency. I'd be surprised if they do. But at least we ought to take a look at that. You'd have to determine that before you could make any kind of comparison. But presumably somebody on your board is very influential and comes from a State where they don't get along very well with the State educational agency and think the 1202 agency has more friends on it than the State educational agency.

Dr. Gilder. One of the historical problems with funding of title I has been that the land-grant universities—that include the extension centers we've heard about—are located purposely away from the population centers in the States where the extension center is designated as the State agency for title I.

They therefore have faced very serious problems in the application of title I funds through the university extension center along the program lines that are written into the legislation. That has created part of the problem. Other institutions, the State colleges, the community college system, the technical college systems, have been so frustrated in participating in the very program that allows for expanded opportunities in nonacademic and community service programs.

I think we may be misunderstanding one another in that the problem may not be whether or not the 1202 commission is a free-standing agency or piggyback on the State education agencies as much as the problem of whether or not the 1202 commission or the University Extension System is the more appropriate administrator of the Federal funds.

Mr. Ford. Present law doesn't decide that. We leave that to the State because the traditions are different. Literally, in some States, the Governor runs the whole show. In a State like mine the Governor is told by the constitution to keep his nose out of it. In some States you've got a very strong statewide elected superintendent who has a great deal of influence over a statewide board. You have a statewide board, elected statewide, that appoints the superintendent, and the only thing that the State structures have in common is that they're all different.

So over the years in trying to deal with any kind of State administered programs we've always ducked the fight that goes on between Governors and legislatures and elected State superintendents. For years the chief State school officers used to come in and say, if you have a State program, please designate the State to mean really State superintendent of public instruction.

The Governor's conference comes in and says, no, the State means whomever the Governor designates as the agency within the State. Legislative representatives will say that's really none of your business.

In Washington we set up an educational agency so if you look at the State-based programs you will find language that is similar to the language in this bill, in this act, that says that the State agency is whoever the State says it is. That is not done to dodge. It's done to avoid trying to judge from one perspective in Washington what that ought to be.

In Mr. Buchanan's State of Alabama, if the Governor says something is going to happen in higher education, it happens. In my State, if the Governor says it's got to happen, they laugh at him.

There's just an absolute total difference between the two of us sitting here trying to write this legislation in terms of how these things operate. We extend that out across the country. We have always avoided trying to nail down a specific definition of who in the State is going to exercise the State's sovereign jurisdiction.

Furthermore I have some question of the constitutionality of trying to dictate that sort of thing to them. I guess it's unfair to put a State like Wisconsin even in the spot we put them in now, where they have to choose between changing their governmental structure or not getting money. That's unfortunate.

Dr. Gilder. The Federal Government is certainly within its legal powers in requiring a State plan for the administration of funds, as it does for title I and with the education information centers programs, and with title VI and title VII. Can it not then require the designation of the agency which is to submit that State plan?

Mr. Ford. No. For some kinds of Federal programs, highway funds, for example, we say the State highway department will get the funds; for fixing railway beds, we say the State department of public utilities or whatever. Take revenue sharing, for example—what State do you live in?

Dr. Gilder. Connecticut.

Mr. Ford. Who gets the check from Washington for revenue sharing and decides where it gets spent, the State's portion? You ought to ask people in your legislature. I asked the chairman of the Appropriations Committee from my State in the House of Representatives and he didn't know. What has happened is that the legislature just didn't pay any attention. It goes to the Governor. And he's really got a pot of money to deal with. It's the only money he gets. And we hand it out at the Federal level without saying where it should go. Let Governors who are strong enough to do it just reach out and say, "Well, the State is me. When you send money to the State, that means I get to spend it."

Well, State superintendents would do the same thing, if we let them, in education. If we let them assume that whenever we say we're going to send education money to a State, it means the State superintendent is going to have jurisdiction or the State board of education. They'd be very happy to do that. But that may not be the way that State wants to do it.

Dr. Gilder. That does result however in Federal policy, and that policy results in practices which are very common. Related programs under the Higher Education Act—for example, title, I EIC's, and the TRIO programs—may have three different State agencies preparing three different uncoordinated State plans. So, the few dollars that are available to those related programs are frustrated from a concerted effort to do what it is they are appropriated for. We believe all the programs are as difficult as you've outlined. It will require some change in order to increase the impact of those funds. And, as we've heard today, we've already reached a crossover point where there are more part-time students than there are full-time students and the numbers are growing as fast as we can count them.

Mr. **Ford**. Maybe our discussion here is one of the explanations for why such a small portion of the Federal money passed out for higher education goes to State agencies. Nobody knows who they are. That leads to some kind of distrust. The overwhelming bulk of the money we give out we give to students and we avoid all these problems by giving the students money and letting them choose their own school.

We look at the number of dollars that filter through State agencies and you begin to understand that there hasn't been, historically, a great deal of confidence, except with respect to the land-grant colleges, in using the State agency as a recipient of Federal money for higher education.

The policy in some States, as you must know, would find it virtually impossible to be 1202 commissions because of the very stringent requirements in State constitutions. In States like Missouri, for example, where they are more specific in tying down the separation of church and State than is the first amendment to the U.S. Constitution, because they always come up with some reason why they can't do something with the State agency and private institutions. That's true in a number of other States as well, where no matter what the attitude of the populace might be, they have a constitution that absolutely builds a wall between any State agency as such and any activity of a private institution. How in the world would you ever have a title I program in a private college in that State if you required the State agency to be the only one?

So obviously that's not the place to put the authority for a State like that. The 1202 commission in that State becomes a device that that can satisfy all of your needs for having public input and all the rest and avoids becoming a State agency within the meaning of the constitution that has to stay at arm's length with the private institutions.

In a State like that, the 1202 commission becomes almost a third party to assist in the relationship between the Federal Government and the institutions. The States frequently are in a position where they can't even take with this hand and hand out with this hand educational funds to private institutions.

Dr. **Gilder**. Those are also exemplified in States where it is necessary to go legislatures for resolutions accepting Federal funds. We have begun to face those problems much more squarely now that the changing nature of the students has brought them into even sharper focus.

Mr. **Ford**. Mr. Ratchford?

Mr. **Ratchford**. President Kinney, what's your current enrollment?

Mr. **Kinney**. Credit students, we have 3,400 students, 1,600 full time and about 1,800 part time, in credit courses.

Mr. **Ratchford**. Do you have any idea what the average age is?

Mr. **Kinney**. Twenty-eight.

Mr. **Ratchford**. Do you have a breakdown on part-time students?

Mr. **Kinney**. We don't have it for part-time students. But I would imagine that it would probably be close to 35. I would add one more thing. Sixty-three percent of our students are now women. This is characteristic around the country, that the number of women attending community college is moving sharply upward, that is in terms of the whole student body.

Mr. Ratchford. So if your average full-time student is 28 years of age, and your part-time student is 35, and 63 percent of your student population are women, have you experienced enrollment growths in recent years?

Mr. Kinney. Mattatuck has always turned students away. Waterbury happens to be an area that is not served by too many higher education institutions. In this past year we've turned away I would say, in August, somewhere between 200 and 300 students. There simply weren't spaces available for them.

Mr. Ratchford. So you are in fact experiencing growth during a period when across the country we hear talk of student decline at the college level.

Mr. Kinney. That's right. I could illustrate. This year we were budgeted for 2,210 equivalent full-time students. We took in the equivalent of 2,340, over 100 more than our budget allotments, by squeezing them in whenever we could. Mattatuck is still a growing institution.

Mr. Ratchford. Would you say the changing student population described in the brochure presented to us is in fact a major factor in your growth?

Mr. Kinney. This is the picture of community college and is certainly characteristic of this one. I would add one more thing to this. We've talked in terms of credit students, 3,400. But we have another group, a very substantial one, of noncredit students. For example under title XX, Mattatuck is the State agency coordinating health homemaking care training and we are expected to supervise the training for approximately 1,000 different students next year who will not be accounted for in any credit accounting. This is a statewide coordination.

Mr. Ratchford. Based on your experience has seed money spent under title I been a factor?

Mr. Kinney. Title I and title XX have been a combination of seed moneys because they are pitted to a clientele which normally would not be going to college anywhere. In each case we have unearthed a new group of students who are introduced to some form of postsecondary education. I think this kind of program is critical for providing some kind of training for people who are not likely to get it in the more traditional ways.

I would support Dr. Gilder's comments that anyway in which you can arrange and coordinate this program to get it to these people is fundamental to he country, not just to us as colleges.

Mr. Ratchford. It has been my observation that here in the community colleges across the State in the technical schools, the branches of the State universities and colleges, the new student fits the pattern of someone who is continuing to work as opposed to attending school fulltime.

For example, look at the case of a woman who has been denied the opportunity for full education and is returning to school. It is someone seeking a career change, someone who has been stimulated by the type program that you describe or it is in fact a senior citizen or aging member of the community who is returning to school. This has become the future of higher education in many respects.

Mr. Kinney. This is now the pattern, not the exception.

Mr. Ratchford. Thank you.

Mr. FORD. What do you charge here for a full-time student tuition?

Mr. KINNEY. The tuition is $125 per semester per full-time student with approximately $35 to $40 in student fees. The total is about $175 to $180 for full-time students, tuition and fees, but not books.

Mr. FORD. How many BEOG grants do you think you have on campus? Basic Education Opportunity Grants?

Mr. KINNEY. I can't answer that directly. But I would say that 50 percent of our full-time students are here on some kind of Federal aid. It s our own administrative inability to handle any large numbers that our part-time students don't do as well. But with the new changes in Federal policy we simply have to get into the part-time student more. I'm not certain of the figures except that half our student body is on some kind of Federal student grant program.

Mr. FORD. Thank you very much.

Mr. RATCHFORD. No further questions.

Mr. KINNEY. Thank you for the opportunity of being able to say this to you.

Ms. GILDER. Thank you.

Mr. FORD. Thank you once again for the use of the hall, as they say back home.

With that, the committee will stand adjourned until we—just a moment. I'm sorry. Mr. Ratchford reminded me. Is there anyone in the audience who wasn't before us who would like to add anything to the record at this point? Yes, sir?

STATEMENT OF DR. CHARLES GORDON, UNIVERSITY OF CONNECTICUT

Mr. GORDON. I am Dr. Charles Gordon. I'm representing the University of Connecticut. I'm sorry to have been late. But Dr. Frederick Adams, who is the vice president of academic affairs, was to be here. Something arose where he could not. He asked me to come and just make a brief statement and this is on behalf of the university.

The University of Connecticut faces a massive $3½ million budget cut which indicates that some of our academic programs are definitely being threatened, especially those which would apply to adults who are engaged in continuing postsecondary education.

Sensitive to the needs of the total communities in the 169 towns and cities, the University of Connecticut desires to go forward and continue the special enrichment programs which benefit the handicapped, the poor and the disadvantaged. The university seeks to provide opportunities leading to upward mobility for minorities and those who comprise the majority community.

Without title I grants and other federally funded programs our efforts will amount to little more than crumbs being placed on the banquet table to satisfy the hungry appetites of so many who have historically been malnourished economically and academically.

In the city of Waterbury where we have a branch of the University of Connecticut, we find 40 to 50 percent unemployment among blacks and Hispanics. Funds have been cut to provide for recreational needs for some of our young people this summer and there are the elderly who also are finding that they are suffering as a result of funding.

These persons for centuries have been on the periphery of the behavioral modification because of the lack of postsecondary education which is being provided through academic enrichment and learnings experiences.

So we feel that these are very vital. We would like to continue to redirect their lives. The concerns of the University of Connecticut are not only for those who are alienated and disadvantaged but for the entire citizens of our State, old and young alike, for we recognize that only an enlightened citizenry can become the protectors and defenders of the democratic way of life, which is constantly being challenged by diverse interests at home and abroad.

Therefore we ask for the support of your committee and your colleagues in the House and also your colleagues in the Senate that the academic integrity of our State colleges and universities will not be compromised and so we can look forward to a future which is bright with continuing adult education as well as special enrichment programs for young and old alike, that these might continue.

That's just a brief statement they asked me to bring. I have some limited data here. If I could answer some questions, I'd be very happy to do so.

Mr. FORD. Thank you, Dr. Gordon. We understand that you are responding under very short notice. Perhaps you would like to submit the statistical data you have and any additional comments you have in a simple memorandum to us, which will be incorporated in the record contemporaneous with your statement today. That would be an easier way for us to handle it and give you an opportunity to organize it in the fashion you would like to.

Mr. GORDON. Thank you very much.

Mr. RATCHFORD. I know of the work that you and Dr. Fred Adams do at the University of Connecticut and that you've actively been involved in trying to make the university meaningful to the older student, the disadvantaged student, the minority student, the low income student and the handicapped student, many of whom have had their first contact with higher education through programs of this type.

So we're aware of your sensitivity. Carry the word back to Fred Adams. Dr. DiBaggio did testify in Hartford. We certainly appreciate your involvement and your concern.

Mr. GORDON. Thank you.

Mr. FORD. Thank you.

Anyone else?

As I indicated this morning, we will be most receptive to any additional comments you want to add, either self-initiated or in response to any of the witnesses who have appeared here today. If you forward them to the committee we'll be pleased to include them as part of the record of the hearings on reauthorization.

With that the committee stands in recess.

[Whereupon at 4:05 p.m., the subcommittee adjourned, to reconvene at the call of the Chair.]

REAUTHORIZATION OF THE HIGHER EDUCATION ACT AND RELATED MEASURES

Part 2—Lifelong Learning

THURSDAY, JUNE 21, 1979

House of Representatives,
Subcommittee on Postsecondary Education,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:30 a.m., in room 2257, Rayburn House Office Building, Hon. William D. Ford (chairman of the subcommittee) presiding.

Members present: Representatives Ford, Murphy, and Bailey.

Staff present: Thomas R. Wolanin, Staff director; Patricia F. Rissler, deputy staff director; William C. Clohan, minority assistant education counsel; and Jennifer W. Vance, minority legislative associate.

Mr. Ford. In the interest of time, we are going to proceed. We will have other members joining us, I am sure, shortly.

The Subcommittee on Postsecondary Education will convene this morning to resume our consideration of the programs authorized by title I of the Higher Education Act, community service, and continuing education.

Our previous hearings on this title were held in Hartford and Waterbury, Conn.

Title I, part A, authorizes Federal support for continuing education activities at colleges and universities in addition to activities which assist local communities to solve their problems. Funds are allocated to States based on a State allocation formula and distributed to postsecondary institutions in accordance with a State plan. Title I, part A, was created as part of the original Higher Education Act of 1965.

Part B of title I, lifelong learning, was enacted by the Education Amendments of 1976 at the initiative of then Senator Mondale. It authorizes the Assistant Secretary of Education to undertake planning, coordinating, and evaluation activities in the broad field of lifelong learning.

In the current fiscal year, $16 million has been appropriated for part A of title I. No appropriation has ever been made for part B of title I. Both the House Appropriations Committee and the Senate Labor-HEW Appropriations Subcommittee have recommended that part A of title I be cut to $10 million in fiscal year 1980. The administration recommended zero funding for title I in fiscal year 1980.

The difficulty we have experienced in getting funding for title I is not, in my view, a negative judgment on the merits of Federal support for lifelong learning, community service, and continuing education. It is plain for all to see that the dramatic changes in the clientele of postsecondary education justify and, indeed, demand a Federal role in assisting postsecondary education to effectively serve the "new" student of the last quarter of the 20th century. As this committee wrote in its report on the Education Amendments of 1976:

The "typical student" is no longer young, no longer full time, no longer just out of high school, no longer a stranger to the world of work, no longer necessarily seeking either a set of skills or an educational credential. And, to be certain, he is no longer overwhelmingly "he".

The problem of attracting adequate funding is not the goals but the mechanism we have created to achieve those goals Title I, as it currently exists, does not seem to effectively articulate these goals in a way that will attract support in the budget and appropriations process.

Therefore, I am particularly pleased to see that Mr. Ratchford has introduced H.R. 4531, the Lifelong Learning Act of 1979, which seeks to sharpen the focus and refine the delivery system for title I. Mr. Ratchford will be here shortly and we will ask him to make his own statement on his bill at that time.

[The text of H.R. 4531 appears on p. 246.]

Mr. FORD. We have a panel consisting of Mr. Robert Kingston, president, College Entrance Examination Board of New York; Dr. Paul Kerschner, associate director, National Retired Teachers Association, American Association of Retired Persons; Dr. Violet Malone, president-elect, Adult Education Association of the U.S.A.; Dr. L. S. (Sandy) MacLean, associate vice president for student affairs, Eastern Michigan University, American Personnel and Guidance Association; and Mr. Carroll Hutton, education director, United Auto Workers, Solidarity House, Detroit, Mich.

Without objection, the prepared statements submitted under the rules of the committee will be included in the record in full and we would ask the members of the panel, starting with Mr. Kingston, to comment on their statement or add to them in any way that they feel most comfortable.

STATEMENTS OF ROBERT KINGSTON, PRESIDENT, COLLEGE ENTRANCE EXAMINATION BOARD; DR. PAUL A. KERSCHNER, ASSOCIATE DIRECTOR, NATIONAL RETIRED TEACHERS ASSOCIATION, AMERICAN ASSOCIATION OF RETIRED PERSONS; DR. VIOLET MALONE, PRESIDENT-ELECT, ADULT EDUCATION ASSOCIATION OF THE UNITED STATES OF AMERICA; DR. L. S. (SANDY) MacLEAN, ASSOCIATE VICE PRESIDENT FOR STUDENT AFFAIRS, EASTERN MICHIGAN UNIVERSITY, AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION; CARROLL HUTTON, EDUCATION DIRECTOR, UNITED AUTO WORKERS SOLIDARITY HOUSE, DETROIT, MICH.

[The prepared statement of Mr. Kingston follows:]

Statement of Robert J. Kingston

President of the College Board

Mr. Chairman and members of the committee, I am Robert Kingston, President of the College Board. I am pleased to be here today to contribute some thoughts on the federal role in lifelong learning and adult continuing education, as this subcommittee continues its deliberations on Title I of the Higher Education Act.

The College Board, as you doubtless know, is a nonprofit membership association, established in 1900, and comprising today more than 2,500 members--colleges and universities, secondary schools and school systems, and educational associations from throughout the United States. Traditionally and consistently the business of the Board has been to help improve access to education and to aid people in making educational transitions of various kinds. Best known still for programs of testing and financial aid that are designed to help students move from high school towards the nation's colleges and universities, the Board is in fact in the service of anyone who faces the problems of moving from that kind of education which society requires of all of us--in our high schools--to the various kinds of education and training that we may individually seek to advance our careers or achieve practical knowledge and personal satisfaction thereafter. The Board has provided a forum for the identification and consideration of differing views by educational institutions, and it seeks to promote their resolution in the light of national priorities.

It's the kind of organization that has helped and will continue to help people make choices, set standards, define goals, and measure achievement. And it's the kind of organization that advises postsecondary institutions and other organizations concerned with education on meeting the learning needs of a vast number of students.

For the past twenty-five years, particularly, the College Board has been a principal voice in advocacy of the goal of equal opportunity for postsecondary education in this country. But it is our extensive experience in facilitati[illegible] and transition for adults that forms the foundation of my remarks today.

In the mid-1960's, we developed the College-Level Examination Program (CLEP) which continues to provide a method for adults to demonstrate what they have learned, regardless of how. In the early 1970's, the Commission on Non-Traditional Study and the project on the role of the public libraries in adult independent learning deepened our commitment to the needs of adult learners. Now, in the last two years, and with substantial support from the Exxon Education Foundation, the Board has taken the initiative through its Future Directions for a Learning Society (FDLS) program in developing services to strengthen the relationship between adult learners and institutions of learning. The FDLS project is engaged in an active search for strategies, services, and policies to gauge the needs of adult learners; to solve the problems institutions face in meeting these needs; and to increase public, professional, and political understanding of the field of adult learning. It has become a rallying point for all of us interested in research about, programs of, and policies for lifelong learning. My remarks are founded in the experience of that project, and I want to talk now of some of the things we have learned, and some we still don't know.

We know, for example, how rapidly the practice of adult learning is expanding; and we know pretty clearly who is pursuing it. But we don't know exactly why; and that limits to some extent our present ability to chart the course or create the architecture of the "learning society."

Growth of lifelong learning

A learning society is one of the oldest ideas among educators. Creating it in America today is one of the newest. We in the United States are moving away from the "linear" life plan in which education is for the young, work for the middle-aged, and enforced leisure for the elderly; we are moving toward a blending life plan in which education, work, and leisure are intermingled throughout life. Already lifelong learning has undergone dramatic growth in this decade. While this subcommittee hardly needs to be reminded of the extent of this growth, I must briefly sketch its parameters as they relate to postsecondary education institutions.

-- National surveys estimate that between 17 million and 32 million adults are currently participating in classes, workshops, job training, discussion groups, or some other form of organized instruction.

-- Adult participation in formal education is increasing more than twice as fast as the adult population itself.

-- Adult and continuing education activities were offered in 2,225 colleges and universities during 1975-76, up 102 percent from 1967-68.

- -- Registrations in adult and continuing education offered by colleges and universities in 1975-76 totaled 8.8 million, up 57 percent from 1967-68.
- -- In 1977, 36 percent of all college students were 25 years of age or older; five years earlier, only 28 percent were.
- -- Students 25 to 34 years of age accounted for half of the increase in junior college enrollment and a third of the increase in college and university enrollment between 1970 and 1977.

All of this will still convey only a sense of the demand for learning opportunities by the American public. The College Board has discovered 40 million Americans who express a need for instruction and support services related to career transition; and George Gallup found that 60 million persons wish to take one or more adult learning courses right now.

Participants in lifelong learning

Increasingly, as educational opportunities abound, we are becoming a learning society, but we don't yet have all the paths of access charted. Participation in education by adults spans a wide range of backgrounds, previous educational experiences, and incomes, but it tends to be greatest among one broad group: today's adult learners are disproportionately young, white, educated, and earning salaries above the national median family income.

- -- 16 percent of those between 17 and 34 years of age take advantage of adult educational opportunities (excluding those enrolled full-time in high school or postsecondary institutions), whereas only 4 percent of those over the age of 54 participate.

- 12.1 percent of white adults participate in adult education, whereas only 6.9 percent of blacks participate (non-black minorities show a 13.4 percent participation rate).
- 28.3 percent of those with four years of college or more participate, while 11.9 percent of those with only four years of high school do (and only 3.3 percent of those with less than high school diplomas).
- 17.7 percent of those with annual family incomes of $25,000 or more participate while only 9.8 percent of those whose income is between $5,000 and $10,000 and only 5 percent of those with incomes below $5,000 participate (1976 data).

Reasons for adult participation in education

Now while we do know that adult learning is increasingly commonplace, and while we do know something of the kinds of participants, we don't yet have any theory which might explain why adults learn, when they learn, and what they learn.

No doubt the reasons for adult involvement in education are many and varied. But a recent nationwide random sample survey of 1,500 households--one of the projects conducted by the Board's Future Directions for a Learning Society Project--has discredited the commonly held idea that adults enroll in education merely out of habit, or for recreational purposes.

Of those respondents who reported participation in some form of organized learning in the previous twelve months, 83 percent attributed it to some specific cause--not just habit or idle curiosity. Of these, 56 percent cited a specific job or career related factor as the reason for their return to education: to obtain a job or enter a career field; to keep or improve performance in a current job, or avoid obsolescence in a career; or to advance in a job or career.

Statistics only tell part of the story; the words of those we surveyed convey an important message as well. One of those whom we surveyed was in a position familiar to many recent college graduates:

> I graduated with a degree in teaching, decided against teaching and got a job in business. When I was going through four years of college, learning how to teach students American history, I missed a lot of math courses and other subjects I now use daily on the job. I'm taking a U.S. Department of Commerce course in advanced export administration--I'm in the export business--to improve my skills so I can do much better in my job.

Another adult with whom we spoke cited a request by his employer as the reason for further education:

> I'm an electrician and I took a course in electrical estimating put on by the Electrical Contractors Association. My boss asked me to take the course because he has plans to bring me into the office and make me an estimator. Since I took the course, my boss has had me spend some time in the office doing the beginning phases of electrical estimating.

After changes in the occupational area, family life was the next largest "trigger," accounting for 34 percent of adults returning to education for a specific reason: death of a spouse or child; divorce or separation; sending the last child off to school; trying to keep pace with inflation.

One of those we surveyed was widowed early in life:

> I was widowed at 25. I began taking lots of courses at that point for several reasons. One was that I needed something to do, now that my husband was gone. Another was that there were a lot of things I didn't know how to do and needed to learn. Another was that I wanted to learn so that I would be associated with people.

Another adult sought further education in order to keep the household budget in line:

> When my husband retired on a fixed income we found it very hard to manage the household budget, what with inflation and prices going up steadily. We had no way to get more money so we had to learn to trim expenses. That is why I'm taking this course in budgeting and managing household income.

Responses like these have led some of my colleagues to develop the hypothesis that participation in adult learning is "triggered"--usually by an event in the individual life, an event relating to career, or by family problems and opportunities, or by citizenship, or by specific religious or aesthetic experiences. Frankly, I am a little skeptical about this myself: we Americans are a moralistic lot, and we tend always to look for socially acceptable justifications, or at least for clear rationalizations, of most of our actions post facto. At any rate, that study will be published a little later on in the year, under the title Americans in Transition: Life Events as Triggers to Adult Learning, so you may judge for yourself. But meanwhile the information does not help to explain the preponderance of young, educated, relatively affluent white adults in the active learning society.

That leaves us, I'm afraid, with only one other speculation--which may not be immediately helpful to our present endeavor. I fear, Mr. Chairman, that although people may pursue lifelong learning for reason rather than habit, nonetheless reluctance to learn, or the pattern of failure may indeed be addictive. Those who have education and success, continue to want them; and those who do well are particularly eager to maintain the practice. Conversely, those who have been kept out, or who did not perform well, are reluctant to continue. I shall return to this thought in a moment, after we consider the federal role in the provision of lifelong learning opportunities.

Dimensions of the current federal role

The federal role in the adult, lifelong learning arena is longstanding, with roots going back to the Agricultural Extension Act. The federal government was responsible for the introduction of the largest and most successful program of access for adult learners in American higher education under the World War II GI Bill. Today, the federal role in lifelong learning is extensive, encompassing 270 programs in 29 cabinet level departments and agencies.

But the federal government is not alone in its support of lifelong learning. In 1975, companies with 500 or more employees were estimated to have spent $2 billion directly on the education and training of their employees. States and localities--both as public agencies and as employers--also support lifelong education. Community colleges, as local and state supported institutions, are one of the principal providers of education to adults; liberal arts colleges are increasingly adapting their offerings and schedules to serve adults; and continuing education is ever provided through the traditional but often imaginative "extension" services of major universities.

Given the growth in participation of adults, the proliferation of programs by educational institutions and employers, and the significant though diffuse federal investment to date, we must ask seriously if there is need for further federal attention. Lifelong learning will continue to grow regardless of what the federal government does or doesn't do. Individuals undergoing change, particularly those faced by new demands in the workplace, will continue to find ways to further their education; and employers can be expected to increase their support both as direct providers of education and as sources of funding for employee education by external entities.

Congress did, of course, signal its interest and support for the general concept of lifelong learning in 1976, by enactment of the Lifelong Learning Act, Title I-B of the Higher Education Act; and it cited the trends in our society which call for effective use of lifelong learning resources. Mr. Chairman, you and other members of this subcommittee have indicated your own firm support for the needs of adult learners. So I'm going to say that it now seems to me possible still more sharply to focus a concept that apparently has no bounds.

Three approaches, it seems to me, might be argued for the federal government:

First, it is possible to make a case for a larger federal role on the principle that furthering the education of adults--beyond the informal learning which we all experience daily--yields important benefits for society as well as individuals, of both a tangible and intangible quality.

Ever since Jefferson we've accepted that our kind of democracy does demand thought and knowledge of its citizens; and we can easily argue that the practice of education, throughout the citizenry, is characteristic of a healthy civilization. Under this argument we could ask that Congress seek the design of a new "nation of learners." Yet I suspect that none of us in this room would find it appropriate today for the federal government to provide blanket support to the nationwide development of lifelong educational opportunities--in a society which on the whole does a fairly good job of educating itself!

Alternatively, the focusing of federal interest and public money upon certain kinds of education or training--upon certain subjects, let us say, in which expertise will contribute markedly to the commonweal--this is a practice more easy to support. And indeed it is the historical approach of this nation. Federal programs, scattered throughout the government, have in fact been created when at one time or another the Congress has recognized particular needs and particular ways of answering them. I would not suggest that this pattern discontinue, for I know from my own experience in the federal government that it works very well and provides significantly for the educational needs of a broad range of adult citizens. Yet that hardly is the business of this subcommittee today, nor a reason for amending Higher Education Legislation.

But finally--and this I think is a far more compelling demand upon the attention of this committee--the federal government may concern itself with the provision of opportunities and the use of resources; with serving where its helping or refurbishing hand can restore a balance or secure equality, or fashion an access. Historically this has been the role of the federal government in higher education: to ensure that all of our citizens share equally in the opportunities that the nation affords, that opportunities are fashioned to meet needs nationwide. So should it be with respect to lifelong learning. The Congress may exercise thus its leadership by securing for all the potential benefits of the learning society.

Disadvantaged learners

By this third approach, a case can be made that the federal government should look to the needs of adults who have earlier missed the full benefits of education; and that the federal government in doing so should help to match the resources that we have against the needs which we may identify.

If we ask what the federal government can do for those adults who have been previously denied the benefits of higher education and who are not now participating in education, the answer reminds us of one we have heard before, when policy makers addressed the needs of disadvantaged youth. Those least likely to be participating in some form of organized adult education are less than well educated, poor and black, and probably living in the center city or on the farm. The less prior education, the less likely is someone to participate in adult education. The lower the family income, the less likely is one to participate in education as an adult. Older adults (those 55 and over) and those who reside either in the central city or on the farm are less likely to participate. And between 1969 and 1975, the participation of black adults in education increased 5 percent or 0.8 percent per year, while their numbers in the population increased 18 percent; yet at the same time, participation of white adults in education increased 32 percent, although their numbers in the population increased only 11.3 percent.

The situation is getting worse, not better. Between 1969 and 1975, the participation of college-educated adults in continuing education increased nearly twice as fast as high school graduates, with white participation increasing eight times as fast as that for blacks. Only growth in the participation of women--more than double that of men--provided a bright spot, although most of this improvement was through white women, holding college degrees, and with family incomes of $25,000 or more.

Matching resources to needs

It seems, then, reasonable to make a principal objective of the federal role in lifelong learning the promotion of access to education by disadvantaged adults--those who because of incomes, physical difficulty, minority status, have not had the opportunities for education that nowadays we try to guarantee to all of our citizens; or who, because of such deficiencies in their earlier education, or because of their age, do not presently have ready access to available programs.

Yet I cannot simply present this opportunity, attractive as it may be, without a word of cautionary emphasis. "Disadvantaged" adults, in the context of lifelong learning, comprise a far broader group that that which we sometimes see embraced by the phrase. It includes not only those who have been disadvantaged by income, by minority status, or by handicap; it includes those who, once not conscious of such disadvantage, only later find themselves to have been inadequately trained for a world in which change is constant and often wrenching; and it includes those who in age alone learn that the educational opportunities they encountered were not adequate to sustain them in later life.

This granted, it is still necessary to add one further, and yet more serious caution. The absence of the disadvantaged from the cohorts of those engaged in lifelong learning is not simply to be accounted for by a present absence of opportunity; it is accounted for by the absence of inclination, in the absence, further, of that special kind of program that is designed to encourage those who have neither a history of past success, nor the promise of immediate advancement. I pointed out a few moments ago, Mr. Chairman, that those who engage in continued education are primarily those whose experience of education and whose experience of life have been fortunate. Those who have not done well or gone far in their early schooling show little inclination to continue; those who are unemployed show less interest in further training than those who have prospects of advancement; those who *need* are not necessarily those who are asking.

The problem, therefore, is a little more difficult than that we have encountered in trying to secure equal opportunity for the admission of all high school students into postsecondary education. The opportunity to attend good high schools, and the opportunity to receive at least basic support in college--these have been almost enough to ensure equal opportunity for access to postsecondary education among our interested teenagers. But like primary education at the other end of the spectrum, we have every indication that adult education is not *necessarily* appealing. And it is sometimes less appealing insofar as it takes the form of and follows the schedules of traditional postsecondary patterns. The disadvantaged here are not kept out by the expense, or by crass prejudice, but more often by the absence of a kind of educational circumstance that can induce renewed effort from those who are by now educationally disadvantaged.

What I am suggesting, then, is this: that if we are truly to provide opportunities for lifelong learning to all of our citizens, including all of those who have been disadvantaged in various ways, then we shall need to concentrate much of our thought and much of our funding upon (1) the development of services through which adults can assess their genuine educational needs; (2) the development of programs designed to meet those needs specifically (and therefore good enough to entice those once deprived nonetheless to try again); and (3) the coordination of the various resources, institutional and human, that can make the programs truly accessible to the needs.

The outlook for Title I

Let me summarize by putting this another way. I'm thinking that the federal government is faced with three broad alternatives regarding lifelong learning:

-- It could launch an expansive role, greatly expanding and focusing federal investment, to promote lifelong learning as an instrument of federal policy. But, although the concept of educational entitlements for all citizens is often cited as a goal, a broad federal policy designed to serve all adults in a "learning society"--as desirable as that development might be--is probably too expansive (and too expensive) a role at this time.

-- It could maintain the current posture, letting matters take their course, with the initiative for expansion and coordination left to others. This alternative would permit continued support of those adult learning programs which serve the particular interests or missions of government agencies, continued direct support of those adults already eligible to receive aid (through student assistance or GI Bill benefits), and maintenance of categorical grant programs, such as Title I. This would be the easiest course to take: funding for programs explicitly focused on adult lifelong learning is minimal (Title I-A is slated currently for $10 million; Title I-B would receive no funds), and the large number of programs *bearing* on lifelong learning but *directed* to other federal objectives would be left unaffected.

-- It may *target* the federal role, *sharpening its focus* in the lifelong learning arena. Federal support to education, historically, has been based on some national goal or purpose to be furthered through education, and this approach could give a clear sense of the federal priorities for adult learning.

It is my sense that in a time of restrained budgetary expectations, federal policy should not supplant the efforts or investment of others, but focus, rather, on the areas of greatest need where others are unwilling or unable to respond. We should try to focus the federal role in the adult learning arena without establishing a new federal objective. And I believe we may do this by extending the centerpiece of current federal policy--equal educational opportunity--to encompass and define the federal role toward lifelong learning.

The federal role in lifelong learning may be premised on two *objectives*, and designed to encourage specific *means* to those ends.

Its *first objective* should be to promote access of disadvantaged adults: those who by virtue of previous education, income, age or handicap are denied--or presently discouraged from using--opportunities for postsecondary education. Access to postsecondary education is too narrow for many of those adults who best might use it, and the responsibility of the federal government is to frame federal programs which effectively help those adults with the greatest education needs.

The *second objective* of federal policy in lifelong learning should be to recognize and encourage the active participation and investment of other sectors, particularly the states and private employers, in this focus on disadvantaged adults. States and localities already provide substantial support for adult lifelong learning, and many have been active in planning for the needs of adult learners. Private sector employers, too, play a significant role in the education of adults--indeed, employers are the largest source of support for adult learners outside individuals and families themselves. Federal policy should not supplant the role of either of these (or other) parties. It should provide leadership in focusing their attention and resources.

The *means* follow upon the objectives. *In seeking to serve the disadvantaged, we shall be looking for innovative instruments to assess their needs, viable mechanisms to counsel in their choices, and for exemplary programs which may set the style for lifelong learning among those who have been for a time denied its advantages.* These are suitable candidates for federal interest. And a federal effort--doubtless with the states--is needed, too, to analyze and coordinate our institutional resources and programs of lifelong learning, so that new networks, and new economies, may be effected as new clienteles are afforded access to the learning society.

Thus within the context of Title I, the federal government may more sharply focus its own efforts and that of the states and private sector.

-- Title I can assert that the fundamental goal of federal policy in this area is to assure that those most in need of education as adults have the opportunity available to them. If nothing else, such a statement can provide a benchmark against which current and future proposals may be measured.

-- Title I can foster information, assessment, and counseling services for adult learners. While all students can profit from good information and guidance in educational decision-making, adults have fewer places to which they can turn for such help since, unlike younger students, they are usually outside the educational system.

-- Title I can serve to promote experimentation and innovation, encouraging new means of assuring access to education and other related services for adults, and new programs designed to be specifically responsive to their various, distinctive circumstances. Federally supported projects will bear a clear relationship to the goal of extending access and be provided on a competitive basis.

Finally, Title I should provide the means to frame and develop answers to policy questions about lifelong learning--to recover the momentum that was lost after a promising start under Title I-B.

I thank you, Mr. Chairman, and members of the subcommittee, for this opportunity to share some of the College Board's views with you on the needs of adult learners, lifelong learning, and Title I. I would be pleased to respond to any questions, and look forward to the comments of my fellow witnesses.

June 21, 1979

STATEMENT OF ROBERT KINGSTON, PRESIDENT, COLLEGE ENTRANCE EXAMINATION BOARD

Mr. KINGSTON. Thank you, Mr. Chairman.

I am Robert Kingston, president of the college board. I am very pleased to be here today to contribute some thoughts on the Federal role in lifelong learning, as this subcommittee continues its deliberations on title I of the Higher Education Act.

For the past 25 years the college board has been a principal voice in advocacy of the goal of equal opportunity for postsecondary education in this country. But it is our experience in facilitating access for adults, that forms the foundation of my remarks in the record, remarks that I would like to summarize rather briefly here.

In the last 2 years our "Future Directions for a Learning Society" program has been a kind of rallying point for all of us interested in research about, programs of, and policies for lifelong learning. I want to talk about some of the things we have learned, and some we still don't know.

In the United States I think we are leaning toward a life plan in which education, work and leisure are intermingled throughout life. Between 17 and 32 million adults currently participate in formal education, depending on whose count you believe. Adult participation in formal education is increasing more than twice as fast as the adult population itself. Increasingly, opportunities for continuing education abound and we are moving toward what is called a learning society.

But we don't yet have all the paths of access charted. Today's adult learners are still disproportionately young, white, educated, and earning salaries above the national medium family income. We know adult learning is increasing. We know something about the nature of participants. But we don't have any theory that might explain why some adults learn and some don't.

In a recent survey by the board, 83 percent of those who reported participation in organized learning this past year attributed it to some specific personal cause. Fifty-six percent of them cited a job or career-related factor as leading them into education. Family life was the next largest trigger accounting for 34 percent—death of a spouse, divorce, children going to school, and that kind of thing. Responses like these have led some of my collegues to develop the hypothesis that participation in adult learning is usually triggered by an event in the individual life relating to career, family problems or opportunities, or religious or aesthetic experience.

Frankly, I am a little skeptical about that. I think we Americans tend to be moralistic and we try to justify what we have done after we have done it. These responses to the questionnaire still don't help us to explain the preponderance of the young, educated, and relatively affluent white adults in the active learning society.

I am afraid that unless we uncover further evidence, we may be led to conclude that although many people pursue continuing education for particular reasons rather than out of habit, nonetheless a reluctance to learn, a pattern of failure, may become addictive. Those who have educational success continue to want it, but those who have been kept out or who didn't perform well are reluctant to continue. I will come back to that in a moment.

The Federal role in the adult lifelong learning arena is a longstanding one as you have indicated, Mr. Chairman. As a matter of fact, it encompasses nearly 300 programs in 29 departments and agencies of the Federal Government. But given the growth in the participation of adults and the proliferation of programs by educational institutions and by private employers, we have to ask seriously if there is a need for further Federal attention. Lifelong learning will continue to grow, regardless of what the Federal Government does or doesn't do. Inviduals undergoing change will find ways to further their education. Employers can be expected to increase their support.

However, since, Mr. Chairman, you and other members of this committee have already indicated your support for adult learners, I am going to say that there seem to me to be three possible approaches for the Federal Government under title I.

First, it would be possible to make a case for a larger Federal role simply on the principle that furthering education of adults yields important benefits for society as well as individuals. Jefferson argued that our kind of democracy demands serious thought and knowledge among its citizens. But I suspect not many of us in this room would find it appropriate today for the Federal Government to provide blanket support to nationwide development of lifelong educational opportunities: not in a society that is doing a pretty good job of educating itself.

So alternatively Federal interest and public money could focus upon specific kinds of education or training, particular subject matters, let's say. That is what we do and I know from my own experience in the Federal Government that this historic pattern of Federal support to special interest adult education works well and provides significantly for the educational needs of a broad range of adult citizens. But that is hardly the business of this subcommittee today, nor a reason for amending higher education legislation specifically.

So, thirdly and finally—and I think this is a more compelling demand upon the attention of this committee—the Federal Government may concern itself with the provision of opportunities and the use of resources, with serving where its helping hands can restore a balance or equalize opportunity or fashion an access. Historically, this has been the role of the Federal Government: To insure that everybody shares equally in the opportunities that the Nation affords. And I think a case can be made that the Federal Government should look to the needs of adults who have earlier missed the full benefits of education.

Those least likely to be participating in some form of organized adult education are less than well educated, poor, and black, and probably living in the center city or on the farm. The less prior education, the less likely it is that somebody will participate in continuing education as an adult. The lower the family income, the less likely. Older adults, those over 55 and those who reside in the city and on the farm are less likely.

The situation gets worse. Between 1969 and 1975, for example, white, college-educated adults increased their participation in adult education eight times as fast as did black adults.

So it seems reasonable to make as an objective of the Federal role the promotion of access to continuing education by disadvantaged adults.

Of course, disadvantaged adults in the context of lifelong learning comprise a broad group. It includes not only those who miss the education that we now try with increasing success to guarantee to all of our citizens, those who missed it because of income, minority status, handicap, but it includes also those who were once not conscious of such a disadvantage but only later find themselves to have been inadequately trained for a world in which change is constant and often wrenching.

It includes also those who in age alone learn that the educational opportunities they encountered were not adequate to sustain them in later life.

It is also true that the absence of the disadvantaged from the cohorts of those who are engaged in education is not simply to be accounted for by a present absence of opportunity. It is accounted for by an absence of inclination, in the absence of the kind of program that is designed to encourage those who have no history of past success nor any promise of immediate advancement.

I pointed out a few moments ago, Mr. Chairman, that those who have not done well nor gone far in their early schools show little inclination to continue. Those who are unemployed show less interest in further training than those who have a prospect of advancement. What I am suggesting then, Mr. Chairman, is this: That if we are in fact to provide opportunities for lifelong learning to all of our citizens, including all those who have been disadvantaged in various ways, then we will need to concentrate much of our thought and funding upon (1) the development of services through which adults can assess their genuine needs and receive counseling; (2) the development of programs designed to meet those needs specifically, and that means good enough to entice those who have not succeeded in the past; and (3) on the coordination of resources, institutional and human, that can make the programs accessible to the needs.

The Federal objectives, it seems to me, might be to promote access of adults who by virtue of age, deprivation of one sort or another, or physical handicap, are presently discouraged from using postsecondary education; and to encourage the active participation and investment of other sectors, particularly the States and private employers, to the same end.

In seeking this objective, we should be looking for innovative instrumenting to assess needs, viable mechanisms to counsel choices, and those are a suitable object for Federal interest; for exemplary programs that set the style for lifelong learning even among those who have been for a time denied its advantages, and that seems to be a suitable objective for Federal funding.

A Federal effort no doubt with the States is needed to coordinate our institutional resources of lifetime learning (which include, but go beyond, educational institutions), so that new networks and new economies may be effected as new clienteles are afforded access to what will become a learning society.

Mr. Chairman, I believe that title I may be neatly reconstructed to these ends. I appreciate the opportunity to talk to the committee today. I will try to answer any questions that the committee may have and I look forward to hearing the comments of my fellow witnesses.

Thank you, Mr. Chairman.

Mr. **Ford**. I would like to recognize Mr. Ratchford for his opening statement. This is legislation that is specifically the subject matter we have before us this morning.

Mr. **Ratchford**. Thank you, Mr. Chairman and members of the committee. I will be brief.

With your permission I would like to file a detailed opening statement as part of the record.

Mr. **Ford**. Without objection, it is so ordered.

[The opening statement of Mr. Ratchford follows:]

Bill
Ratchford
— CONGRESSMAN —— 5th DISTRICT CONNECTICUT —

OPENING REMARKS TO THE SUBCOMMITTEE ON POSTSECONDARY EDUCATION BY
THE HONORABLE WILLIAM R. RATCHFORD (D-CT)
THURSDAY, JUNE 21, 1979 - HEARINGS ON TITLE I (HEA)

THANK YOU, MR. CHAIRMAN. IT IS CERTAINLY AN HONOR TODAY TO PARTICIPATE IN THE SUBCOMMITTEE'S SECOND DAY OF HEARINGS ON TITLE I OF THE HIGHER EDUCATION ACT. AS YOU RECALL, THE LAST TIME WE TURNED OUR ATTENTION TO TITLE I WAS IN MY HOME STATE OF CONNECTICUT ON APRIL 27TH, WHEN WE CONDUCTED A SET OF FIELD HEARINGS IN HARTFORD AND WATERBURY ON COMMUNITY SERVICE AND ADULT EDUCATION PROGRAMS IN CONNECTICUT. I BELIEVE THOSE SESSIONS WERE VERY PRODUCTIVE, AND I LOOK FORWARD TO TODAY'S TESTIMONY WITH EQUAL ENTHUSIASM.

I AM PARTICULARLY PROUD TO TAKE PART IN THESE TITLE I HEARINGS BECAUSE MUCH OF THE TESTIMONY TODAY WILL FOCUS ON H.R. 4531, THE LIFELONG LEARNING ACT OF 1979, WHICH I INTRODUCED IN THE HOUSE ON TUESDAY. AS A PAST EDUCATOR AND MEMBER OF THE CONNECTICUT STATE LEGISLATURE, I HAVE LONG BEEN COMMITTED to adult and continuing education programs which make higher education available to Americans of all ages. For this reason, I am extremely excited to have the opportunity to sponsor The Lifelong Learning Act and to place this legislation before the Subcommittee on Postsecondary Education for its consideration in the reauthorization of Title I.

My commitment to H.R. 4531 arises out of the volume of testimony the Subcommittee has already received on the existing Title I program. In Connecticut, we heard a great variety of examples of valuable education and community service programs being funded through Title I, including apprenticeship programs with industry, career counseling efforts, and health outreach programs. However, we also received the clear message that Title I as presently drafted seriously lacks the focus necessary to make it an effective tool of federal education policy. The Lifelong Learning Act of 1979 revises Title I in an attempt to provide that essential focus.

The Subcommittee should also have received a strong indication of

THE INADEQUACIES OF THE EXISTING TITLE I LEGISLATION FROM THE ACTIONS OF THE LABOR/HEW APPROPRIATIONS SUBCOMMITTEE DURING THE PAST FEW WEEKS. IN RECOMMENDING A CUT FROM THE PRESENT $16 MILLION APPROPRIATION FOR TITLE I IN FISCAL YEAR 1979 TO $10 MILLION FOR FISCAL YEAR 1980, THE LABOR/HEW APPROPRIATIONS SUBCOMMITTEE IS TELLING THIS SUBCOMMITTEE THAT THE EXISTING LAW DOES NOT FOCUS ON PRESSING NATIONAL NEEDS IN A MANNER WHICH JUSTIFIES A STRONG FEDERAL COMMITMENT DURING A TIME OF DIFFICULT BUDGETS AND FISCAL RESTRAINT.

I REFUSE TO ACCEPT THE PREMISE THAT LIFELONG LEARNING DOES NOT REPRESENT A PRESSING NATIONAL NEED. WE ALL KNOW OF THE IMPORTANCE OF THESE CONTINUING EDUCATION EFFORTS IN THE MIDST OF A RAPIDLY CHANGING WORLD. I HAVE WORKED CLOSELY WITH SENIOR CITIZENS, AS CONNECTICUT'S FORMER COMMISSIONER ON AGING, AND SEEN FIRST-HAND THE IMPACT WHICH EDUCATION AND TRAINING CAN HAVE FOR INDIVIDUALS EVEN IN ADVANCED STAGES OF THEIR LIVES. WE CANNOT TURN OUR BACKS TO THESE NEEDS AND GOALS OF LIFELONG LEARNING, BUT THE TIME FOR A MORE EFFECTIVE MECHANISM TO

SERVE THE NON-TRADITIONAL STUDENT HAS LONG SINCE ARRIVED.

I BELIEVE THAT H.R. 4531 INCORPORATES THE KIND OF CLEAR FOCUS AND BALANCED MECHANISM THAT WE NEED TO MAKE TITLE I A STRONG AND EFFECTIVE PART OF NATIONAL POLICY IN HIGHER EDUCATION. WE HAVE TAKEN THE EXISTING TITLE I, WHICH FAILS TO IDENTIFY A PRESSING NATIONAL PROBLEM OR NEED, AND REPLACED IT WITH AN EMPHASIS ON IMPROVING ACCESS FOR "DISADVANTAGED" STUDENTS. THE TERM "DISADVANTAGED" IS BROADLY DEFINED UNDER THE ACT, INCLUDING ALL "ADULTS WHO, BECAUSE OF CIRCUMSTANCES OF AGE, SEX, LOW-INCOME, HANDICAP, MINORITY STATUS, STATUS OF UNEMPLOYMENT OR UNDEREMPLOYMENT, LACK OF EDUCATION OR OTHER SIGNIFICANT BARRIER HAVE BEEN PREVENTED FROM OBTAINING EQUAL EDUCATIONAL OPPORTUNITIES." SO WHAT WE ARE REALLY TALKING ABOUT HERE IS REACHING THE NON-TRADITIONAL STUDENT, THE AMERICANS OF ALL AGES WHO HAVE TRADITIONALLY BEEN OUTSIDE THE MAINSTREAM OF HIGHER EDUCATION.

I STRONGLY FEEL THAT THE ISSUE OF ACCESS MUST BE THE FOCUS OF TITLE I. THAT ISSUE IS ADDRESSED UNDER OTHER TITLES OF THE HIGHER

Education Act, especially through the student assistance programs of Title IV. I see The Lifelong Learning Act as working in tandem with Title IV, improving access through innovative curriculum, schedules, counseling and outreach programs in the same way that student aid programs improve access through grants and loans. Only in targeting a federal program to address the non-financial aspects of educational opportunity can we really hope to achieve the goal of access to higher education for all Americans.

While I am deeply committed to the focus and philosophy of H.R. 4531, there are specific issues of lifelong learning which we must open to further discussion in pursuing the goals of this legislation. Let me take a few moments to outline what I perceive to be key areas for debate and suggestions in refining the mechanism for lifelong learning embodied in my legislation.

A prime example of the need for open and constructive discussion lies in the fate of the Educational Information Centers (EICs) presently authorized under Title IV of the Higher Education Act. The EICs

WERE ADDED TO THE HIGHER EDUCATION ACT IN 1976, AND ARE NOW BEING FULLY IMPLEMENTED BY THE STATES AS AN IMPORTANT OUTREACH MECHANISM PROVIDING INFORMATION ON EDUCATIONAL OPPORTUNITIES TO POTENTIAL STUDENTS. THE NEED FOR COORDINATION BETWEEN LIFELONG LEARNING ACTIVITIES AND THE STRUCTURE OF THE EICS IS OBVIOUS, AND WE NEED TO CLOSELY EXAMINE THE QUESTION OF WHETHER THESE LINKAGES WOULD BE MOST EFFECTIVELY ESTABLISHED BY PLACING THE EICS WITHIN THE REVISED TITLE I PROGRAM ITSELF.

ANOTHER MAJOR ISSUE TO BE ADDRESSED BY THE SUBCOMMITTEE IS THE ROLE OF STATE PLANNING FOR LIFELONG LEARNING WITHIN TITLE I. THE LIFELONG LEARNING ACT OF 1979, AS PRESENTLY DRAFTED, SETS PARAMETERS FOR STATE INVOLVEMENT IN PLANNING EFFORTS, IN AN ATTEMPT TO ENSURE A THRESHOLD LEVEL OF COMMITMENT TO COMPREHENSIVE PLANNING WHILE PREVENTING THE USE OF A STATE'S FULL ALLOTMENT FOR THESE PURPOSES. I CERTAINLY WOULD WELCOME FURTHER DISCUSSION ON BOTH THE NEED FOR THESE PARAMETERS, AND THE APPROPRIATE LEVEL OF COMMITMENT TO LIFELONG LEARNING PLANNING EFFORTS.

THERE IS VERY LITTLE WITHIN H.R. 4531 WHICH IS CAST IN CONCRETE. I HAVE INTRODUCED THE LIFELONG LEARNING ACT AND PRESENT IT TO THE

Subcommittee as a focal point for the future of Title I and of national initiatives in lifelong learning. The emphasis on improving access to higher education is extremely important, and the funding mechanism included in the bill reflects a careful balance between federal, state and institutional needs. I sincerely hope that the Subcommittee will recognize this proposal as a valuable mechanism for its future work in the revision of Title I during the reauthorization of the Higher Education Act.

Regardless of the future of the Lifelong Learning Act of 1979, we must respond to the growing need for lifelong learning and salvage the basic concepts of Title I. Each year our institutions of higher education are filled with increasing numbers of older Americans, men and women beyond the traditional age of the student who want or need additional education and training. This growing trend of part-time, non-traditional students will profoundly alter the shape of higher education in the years to come, and poses vast challenges for the Congress in planning for the future. With federal policies in higher

EDUCATION STILL FOCUSED ON THE YOUTHFUL POPULATION OF YEARS AGO, THE DEVELOPMENT OF A NEW EMPHASIS ON LIFELONG LEARNING IS LONG OVERDUE.

MR. CHAIRMAN, I THANK YOU FOR THE OPPORTUNITY TO PRESENT THIS PROPOSAL TO THE SUBCOMMITTEE, AND I LOOK FORWARD TO THE TESTIMONY OF OUR WITNESSES THIS MORNING WITH GREAT INTEREST. I HOPE THIS IS THE BEGINNING OF A CREATIVE DIALOGUE WHICH WILL MEET THE CHALLENGES BEFORE US, AND AM DEEPLY GRATEFUL FOR THE OPPORTUNITY TO CONTRIBUTE TO THE DEBATE.

96TH CONGRESS
1ST SESSION

H. R. 4531

To amend title I of the Higher Education Act of 1965.

IN THE HOUSE OF REPRESENTATIVES

JUNE 19, 1979

Mr. RATCHFORD (for himself, Mr. GAYDOS, Mr. HAWKINS, Mr. CORRADA, Mr. BAILEY, Mr. KILDEE, Mr. KOGOVSEK, Mr. MILLER of California, Mr. STACK, Ms. FERRARO, Mr. MITCHELL of Maryland, Mr. FLORIO, Mrs. CHISHOLM, Ms. OAKAR, and Mr. LAFALCE) introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To amend title I of the Higher Education Act of 1965.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Lifelong Learning Act of 1979".

SEC. 2. Title I of the Higher Education Act of 1965 is amended to read as follows:

"TITLE I—LIFELONG LEARNING

"FINDINGS AND DECLARATION OF POLICY

"SEC. 101. (a) The Congress finds that—

"(1) the rapid pace of social, economic, and technological change has created pressing needs for education programs which focus on the retraining and continuing education of nontraditional students in all stages of life;

"(2) in a changing society, many disadvantaged adults are restricted from advancement or self-sufficiency by lack of education during youth, while still others are restricted because of barriers such as age, sex, race, handicap, national origin, or economic circumstance;

"(3) educational opportunities in the United States are limited primarily to Americans between the ages of 18 and 22, and institutions of higher education rarely have the capacity to meet the special needs of individuals who do not fall within the traditional student population;

"(4) with declining population growth rates, the future of education in the United States lies in its ability to respond to the challenges of lifelong learning, holding the promise of education and training which break the cycle of dependence for the disadvantaged;

"(5) the educational system of the United States holds vast potential for service in the realm of lifelong learning, but progress will be achieved only through an increased emphasis on planning, research, and coordination which more effectively utilizes existing resources at all levels of government; and

"(6) a successful national program of lifelong learning must marshal resources from a diverse range of higher education institutions, business, industry, labor, and other public and private organizations and institutions in order to meet the unique educational problems and needs of disadvantaged adults.

"(b) The Congress hereby declares it to be the policy of the United States that to make education and training opportunities available to all citizens throughout life, and to remove any barriers to such opportunities posed by previous education or training, age, sex, race, handicap, national origin, or economic circumstances.

"COMPREHENSIVE STATE PLANNING AND IMPLEMENTATION

"SEC. 102. (a)(1)(A) From 35 per centum of the sums appropriated pursuant to section 111, the Secretary shall allot to each State an amount which bears the same ratio to such sums as the adult population of such State bears to the population of all the States, except that for each fiscal year no State shall receive from such sums less than $50,000 for that year.

"(B) If the sums appropriated for any fiscal year are not sufficient to make payments of $50,000 to each State then the amount of each State's allotment shall be ratably reduced. If additional sums become available for any fiscal year for which allotments have been so reduced, then such allotments shall be increased on the same basis as they were reduced, except that if the sums so available exceed the amount required to allot $50,000 to each State such sums shall be allotted on the basis of population as required by paragraph (1).

"(2) If any State does not enter into an agreement satisfactory to the Secretary, or if in any fiscal year, any State does not have an agreement satisfactory to the Secretary pursuant to section 106, the Secretary shall reallot the funds that would have been allotted to such State to all other States with satisfactory agreements. Such reallotments to other States shall be made in proportion to their allotments pursuant to paragraph (1). Any amount reallotted to a State under this subsection during a year from funds appropriated shall be deemed part of its allotment under paragraph (1) for such year.

"(3)(A) In accordance with regulations prescribed by the Secretary, any State may file with the Secretary a request that a specified portion of its allotment under this title be added to the allotment of another State under this title for the purpose of meeting a portion of the Federal share of the cost of providing programs under this part.

"(B) If the Secretary finds that the programs with respect to which the request is made would meet the needs of the State making the request and that use of the specified portion of such State's allotment, as requested by it, would assist in carrying out the purposes of this part, such portion of such State's allotment shall be added to the allotment of the other State under this part to be used for the purpose referred to in subparagraph (A).

"(b)(1) From the amounts allotted under subsection (a)—

"(A) each State, in the case of a State receiving an allotment of less than $100,000, shall expend not less than 40 nor more than 50 per centum of such allotment, and

"(B) each State, in the case of a State receiving an allotment of more than $100,000, shall expend not less than 30 nor more than 40 per centum of such allotment,

to carry out a program of comprehensive statewide planning for lifelong learning to insure effective and efficient use of all available resources from whatever source for lifelong learning in the State to improve access to persons within the State to lifelong learning opportunities. Such planning shall give par-

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ticular consideration to the needs of disadvantaged persons for lifelong learning opportunities.

"(2) The remainder of the funds allotted to a State which is not used pursuant to paragraph (1) may be expended by such State on activities to implement comprehensive statewide planning through grants to, or contracts with, appropriate institutions or agencies, or combinations thereof, within the State for the purposes of (A) improving access of persons (particularly of disadvantaged persons) in such State to lifelong learning opportunities and (B) encouraging better statewide coordination of various lifelong learning opportunities available and planned within the State, including those activities receiving Federal support under other statutes.

"(3) Not more than 5 per centum of the funds allotted under this section may be used for purposes of the administration of programs under section 103. Such funds may be appropriately deducted from the amounts available under either paragraph (1) or (2) of this section, or under both such paragraphs.

"GRANTS TO INSTITUTIONS OF HIGHER EDUCATION

"SEC. 103. (a) Thirty per centum of the sums appropriated pursuant to section 111 shall be available to States with agreements under section 106, for grants to institutions of higher education including, but not limited to, community colleges.

"(b) From the sums reserved under subsection (a), the Secretary shall allot to each State an amount which bears the same ratio to such sums as the adult population of such State bears to the adult population of all the States.

"(c) In order to receive funds under this section, States shall have carried out or be in the process of carrying out the requirements of section 102(b)(1) of this title and shall demonstrate the relationship between grants made under this section and the State planning required under section 102(b)(1).

"(d) Grants under this section shall be for the purpose of—

"(1) expanding and improving postsecondary continuing education programs and educational information and counseling services to help adults develop their potential, improve the well-being of their families and communities, and increase their ability to participate in civic, economic, and cultural activities;

"(2) making the instructional, research, and technical resources of postsecondary institutions available for diagnosing problems, identifying the knowledge, technical skills, and products appropriate to their solution, and implementing and evaluating programs to meet the needs of State and local governments, community groups, labor, and business;

"(3) developing strategies for obtaining long-term public and private support to assure that continuing education and community service programs will continue to be available to adults and community groups who would otherwise face programmatic and financial barriers to participation;

"(4) establishing policies and procedures for creating or expanding a labor education, training, and technical assistance program in one or more institutions of higher education, including the procedures to be used to develop cooperative arrangements for working with State level labor organizations—

"(A) to determine the specific nature and extent of the need for such services, and

"(B) to assess the interest and relative capacity of institutions of higher education in the State to apply their resources to meet the research, training, and developmental needs of workers and of officers and members of labor organizations.

"SPECIAL PURPOSE GRANTS

"Sec. 104. (a) From 30 per centum of the sums appropriated pursuant to section 111, the Secretary shall make grants and enter into contracts with public and private agencies, institutions and organizations, business, labor, and with individuals.

"(b) Grants and contracts under this section shall be for—

"(1) assessing, evaluating the need for, demonstrating, developing, and disseminating alternative methods to improve the access of disadvantaged persons to lifelong learning opportunities;

"(2) supporting activities and providing technical assistance, where necessary, designed to eliminate inequities with regard to age in the operation and policies of the educational system;

"(3) identifying and disseminating information about innovative education and training practices which offer promise of providing models for Federal, State, local, and institutional policies that would enhance the availability and effectiveness of lifelong learning opportunities; and

"(4) assisting schools for education and other institutions which provide for teacher education to retrain faculty, teachers, counselors and others so that they can become effective educators of the new clientele of students, especially disadvantaged adults who wish and need to learn throughout their lifetime.

"(c) No grant or contract may be awarded under this section to any applicant unless the Secretary has provided the State agency designated pursuant to paragraph (1) of section 106(a) an opportunity to comment on the relevance of the proposed grant or contract to the comprehensive statewide planning undertaken pursuant to section 102(b)(1) for at least thirty days. The Secretary shall make an explicit determination in writing prior to the award of any grant or contract regarding the extent to which the grant or contract relates to or is consistent with such comprehensive statewide planning.

"FEDERAL LIFELONG LEARNING ACTIVITIES

"SEC. 105. (a) From 5 per centum of the sums appropriated pursuant to section 111, the Secretary shall carry out a program of planning, research, coordination and information dissemination related to lifelong learning. In carrying out the provisions of this section, the Secretary shall—

"(1) foster improved coordination of Federal support for lifelong learning programs across Federal agencies;

"(2) establish a clearinghouse for information regarding lifelong learning, including the identification, collection, and dissemination to educators and the public of existing and new information regarding lifelong learning programs which are or may be carried out and supported by any department or agency of the Federal Government or the private sector;

"(3) review present and proposed methods of financing lifelong learning from public and private sources, including the administrative features of each, to determine the extent to which each promotes lifelong learning for the general public and the extent to which each serves to encourage participation in lifelong learning by those segments of the adult population not now enjoying equal opportunities for learning;

"(4) submit to the President and the Congress not later than October 1, 1982, an evaluation of the several hundred existing Federal programs supporting lifelong learning to determine the degree to which existing statutory authorities and funding levels encourage or discourage broad access of students and potential students to lifelong learning opportunities;

"(5) report to the President and the Congress on the progress of activities under this section by January 1 of each year through 1985; and

"(6) convene a Lifelong Learning Conference in 1983 for the purposes of assessing the progress of these activities, continuing the development of Federal lifelong learning policy and developing any necessary legislative recommendations for the improvement of this title, before the reauthorization of this title by the Congress in 1985.

"STATE AGREEMENTS

"SEC. 106. Any State desiring to receive its allotment of funds under sections 102(a) and 103(a) shall enter into an agreement with the Secretary containing such information and assurances as the Secretary may reasonably require to insure proper and efficient expenditure of Federal funds allocated to the State under this title. Such agreement shall—

"(1) designate as the State agency to receive, and to be responsible for expenditure of the State's allotment, the State agency responsible under State law for comprehensive statewide planning for postsecondary education, except that such State agency may delegate to another State agency or institution responsibility for specific implementation activities to be carried out in accordance with the comprehensive statewide planning conducted pursuant to section 102(b);

"(2) set forth policies and procedures to coordinate any activities undertaken pursuant to section 102(b) with State programs under the Comprehensive Employment and Training Act, the Older Americans Act, the Vocational Rehabilitation Act, the Vocational Education Act, the Career Education Incentive Act, and with all other State level activities assisted by the

Higher Education Act of 1965 (including Educational Information Centers) and other Federal laws intended to provide outreach, guidance, counseling, and educational and occupational information to persons within the State;

"(3) set forth the means to be used, consistent with State law, by the State agency designated pursuant to paragraph (1) to achieve active participation and involvement in the comprehensive statewide planning process of students and potential students (particularly disadvantaged persons) and existing and potential providers of lifelong learning opportunities and services within the State, including business, labor, educational institutions, State and local governments, community and voluntary agencies and other programs (including federally funded programs) serving adult learners, and including the use of advisory councils or other mechanisms appropriate to the State;

"(4) set forth the policies and procedures to be followed in granting Federal funds to institutions of higher education and combinations thereof, including the procedures to be used—

"(A) to determine the availability of and need for continuing education and community service programs;

"(B) to assess the commitment and the capacity of particular institutions to provide continuing education and community service programs;

"(C) to encourage the development of programs whereby institutions of higher education, in combination with other public and private agencies, institutions, and organizations, apply their resources to expand and improve continuing education and community service programs; and

"(D) to conduct, and make use of, periodic evaluations of the programs carried out under sections 102 and 103.

"(5) set forth policies and procedures designed to insure that Federal funds made available under this title will not supplant State or local funds, or funds of institutions and organizations within the State, but will supplement and, to the extent practicable, increase the amounts of such funds that would, in the absence of such Federal funds, be made available for programs of access to, or coordination of, lifelong learning programs.

"APPROVAL OF AGREEMENTS

"SEC. 107. The agreement between a State and the Secretary pursuant to section 106 shall be entered into by the Secretary if the Secretary finds that the information and assurances provided by the State meet the requirements of such section. Such an agreement shall remain in effect for the duration of the authorization of this title, and shall be subject to amendment from time to time as required by changes in either Federal or State law or regulations, or by changes in the information and assurances provided by the State pursuant to section 106.

"PAYMENTS

"SEC. 108. Payment under this title with respect to the allotment of funds under sections 102 and 103 shall be made to the State agency designated pursuant to section 106(1). Payments under this title from a State's allotment with respect to the cost of carrying out the activities set forth in sections 102 and 103 shall not exceed two-thirds of such costs for each fiscal year through 1985.

"NATIONAL ADVISORY COUNCIL ON LIFELONG LEARNING

"SEC. 109. (a)(1) The President shall, within ninety days of enactment of the Lifelong Learning Act of 1979, appoint a National Advisory Council on Lifelong Learning (hereafter referred to as the 'Advisory Council'), consisting of—

"(A) one representative each of the Departments of Health, Education, and Welfare, Agriculture, Commerce, Defense, Labor, Interior, State, and Housing and Urban Development, and the Community Service

Administration, and of such other Federal agencies having extension education responsibilities as the President may designate;

"(B) twelve persons, not in the employ of the Federal Government, who are knowledgeable in the fields of lifelong learning, State and local officials, or other persons having special knowledge, experience, or qualification with respect to community problems; and

"(C) five persons representative of the general public including students and potential students, particularly disadvantaged persons.

"(2) The President shall designate a Chairman from those persons not in the employ of the Federal Government. The Advisory Council shall meet at the call of the Chairman but not less often than twice a year.

"(b) The Advisory Council shall advise the Secretary in the preparation of general regulations and with respect to policy matters arising in the administration of this title, including policies and procedures governing the approval of State agreements under section 106 and policies to eliminate duplication and to effectuate the coordination of programs under this title and other programs offering lifelong learning activities and services.

"(c) The Advisory Council shall review the administration and effectiveness of all federally supported lifelong learning programs, including community service programs, make recommendations with respect thereto, and make annual reports, commencing on March 31, 1981, of its findings and recommendations (including recommendations for changes in the provisions of this title and other Federal laws relating to lifelong learning activities) to the Secretary and to the President. The President shall transmit each such report to the Congress together with his comments and recommendations.

"(d) In carrying out its functions pursuant to this section, the Advisory Council may utilize the services and facilities of any agency of the Federal Government, in accordance with agreements between the Secretary and the head of such agency, subject to section 448(b) of the General Education Provisions Act. The Advisory Council shall continue to exist until the programs authorized by this title are terminated.

"DEFINITIONS

"SEC. 110. (a) As used in this title—

"(1) the term 'adult' means any individual who is 18 years of age or older;

"(2) the term 'community service program' means activities and services provided by postsecondary institutions to national, State, and community groups and organizations to assist in the diagnosis of problems, the identification of knowledge, technical skills and products appropriate to their solution, and the development, delivery, and evaluation of programs for using these resources to address identified needs;

"(3) the term 'continuing education program' means postsecondary instruction and support services designed to meet the educational needs and interests of adults, including the expansion of available learning opportunities for disadvantaged adults who are not adequately served by current educational offerings in their communities;

"(4) the term 'disadvantaged persons' means adults who, because of circumstances of age, sex, low-income, handicap, minority status, status of unemployment or underemployment, lack of education or other significant barrier have been prevented from obtaining equal educational opportunities.

"(b) For purposes of sections 102(a)(1) and 103(b), the adult population of a State and of all States shall be determined by the Secretary on the basis of the most recent satisfactory data available from the Department of Commerce.

"APPROPRIATIONS AUTHORIZED

"SEC. 111. To carry out the purposes of this title, there are authorized to be appropriated such sums as may be necessary through fiscal year 1985.".

Mr. RATCHFORD. Mr. Chairman, I appreciate the opportunity for a second hearing on the whole question of title I. If you recall the last detailed hearing we had on lifelong learning was in the State of Connecticut, when we heard from a number of participants of programs funded under the current title I.

Especially in view of the proposed appropriation this year for title I, it is obvious that title I is experiencing what those of us who are movie buffs would refer to as the "Perils of Pauline" syndrome. Every single year it becomes a question of whether title I is going to get on or off the track in an appropriate period of time, and whether Congress will provide the funding for what we would like to call lifelong learning opportunities.

In light of the long and difficult funding history of title I, it is clear that we need a new and sharper focus for title I.

I have attempted to provide that focus in the Lifelong Learning Act, H.R. 4531, filed earlier this week with 14 original cosponsors. It would give continuity to the program. It would recognize the fact that the average college student today is no longer in the 18- to 22-year-old stereotype.

I yield back the balance of my time and look forward to the testimony that will be offered this morning, hopefully recognizing that there is a new student in America today.

Thank you, Mr. Chairman.

Mr. FORD. Thank you.

Dr. Kerschner.

[The prepared statement of Dr. Kerschner follows:]

PREPARED STATEMENT OF DR. PAUL A. KERSCHNER, ASSOCIATE DIRECTOR, LEGISLATION, RESEARCH AND DEVELOPMENTAL SERVICES DIVISION FOR THE NATIONAL RETIRED TEACHERS ASSOCIATION AND THE AMERICAN ASSOCIATION OF RETIRED PERSONS

Mr. Chairman, I am Dr. Paul Kerschner, and I am the Associate Director for the policy and program division of the National Retired Teachers Association and the American Association of Retired Persons. We very much appreciate the committee's scheduling a second day of hearings on Title I of the Higher Education Act and thank the committee for the opportunity to testify. Before joining the Associations last August, I was the Director of Community Programs and a professor at the Andrus Gerontology Center on the campus of the University of Southern California. Both personally and on behalf of the two Associations I represent here today, I bring a firm commitment to the concept of lifelong learning, a concept so ably described by Mr. Kingston in his remarks on behalf of the College Board.

NRTA-AARP are affiliated, non-profit, membership organizations representing over 12 million older Americans. As organizations responsive to the needs of older persons, NRTA and AARP have long been committed to the concept of lifelong learning. In our opinion, education and continued learning opportunities are critical to the quality of life and the mental and physical well-being of all older persons.

The organizations' founder, Dr. Ethel Percy Andrus, a retired school teacher, believed that older persons should not be denied an opportunity to remain mentally fit. She established the Institute of Lifetime Learning to provide adult education programs specifically designed for older persons. Fifteen years ago, there were few programs of this kind in the U.S.A.

Today, we can say that the concept of lifelong learning has "come of age." Today, greater numbers of people are living into their 70's, 80's and 90's. This means also that many more people today can anticipate 20, 25 or 30 years of retirement. In a rapidly changing society, citizens of all ages -- and particularly the elderly -- must acquire the skills necessary to allow them to cope with rapid technological and social advances, to be qualified for employment and reemployment, and to offer service to their communities as volunteers.

I have attached to this statement a portion of a larger statement presented to the Senate Special Committee on Aging last fall during hearings on Retirement, Employment and Lifelong Learning. I have done so because this section on lifelong learning provides the historical perspective from which we must view the evolution of the concept of lifelong learning. It further sets out the importance of lifelong learning opportunities in the lives of older adults. From this perspective we gain significant insights into the issues we must address in our efforts to strengthen public policy in the area of lifelong learning. Among these are the need to develop innovative and creative approaches which will break down barriers which block access of adults to educational and training opportunities; a need to coordinate and to plan lifelong learning programs to utilize more effectively current and new lifelong learning resources from both government and private sources; a need to bridge the awareness gap which exists between learning that takes place within the traditional institutional setting and that which takes place in non-traditional settings, through organizations outside the formal educational structure; the need for flexibility in program design so that program offerings can shift with changing adult student needs; and finally a need to assess, on an ongoing basis, the evolving

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educational and training needs of adult students and to evaluate the effectiveness of lifelong learning programs in meeting those needs.

We are particularly pleased to be here today to testify on Title I of the Higher Education Act and to reinforce our strong support for lifelong learning which is embodied as a concept in Part B of current law. We were active participants in 1976 in the legislative effort to add lifelong learning to the Act. In the current debate over the reauthorization of the Act, we are particularly concerned that lifelong learning be strengthened and given a stronger focus within Title I of the Act. To fail to address the problems which have resulted in no monies being appropriated for this part, or to lose the concept from the Act entirely, would be a critical loss at a time when the importance of learning opportunities for training or retraining adults for continued or new employment is being emphasized. Additionally, Part A, the Community Service and Continuing Education Programs, has suffered from a confusion of purposes and a state allotment formula which distributes small amounts of money to institutions of higher education without significant regard to national priorities or quality of programs.

In assessing the problems of Title I to arrive at a practical approach for solving them, we believed it essential to restructure the Title entirely. NRTA-AARP took the lead in the education and aging community in developing a proposed revision of Title I which would remedy a number of the problems inherent in current law and refocus our lifelong learning efforts.

Working closely with the College Board, the National University Extension Association, AEA, the National Advisory Council on Extension and Continuing Education, the UAW as well as the Education Commission of the States and others, every effort was made to develop a proposal which would have broad-based support from not only the education community but also the "consumer" or potential student as well.

The draft developed giving full recognition to the role that States, institutions, the private sector and the Federal government must play in lifelong learning. First of all, states are given a major role to play in the development of lifelong learning opportunities for their citizens. The state formula mechanism is retained, except that funds under the formula would be distributed on the basis of the number of persons 18 and older in the state instead of total state population as under current law. Since by definition the proposal seeks to address only the needs of the adult learner, this represents a more equitable distribution basis. Further, in using the funds allocated, states must seek solutions to two major problems facing them over the next decade: elimination of access barriers to learning opportunities for disadvantaged persons, and coordination of the multitude of state-level -- some of which may well be federally funded -- education and training activities which provide lifelong learning opportunities for adults. Disadvantaged adults, as a special focus in this proposal, go beyond the traditional low socio-economic status individual to include also those who experience significant barriers to learning opportunities on account of age, sex, race, handicap or national origin.

The sharpened focus of the state formula portion is to recognize the national goal of equal educational opportunity and at the same time be sensitive to state-level organization and administrative problems. States must develop a state plan, detailing how they will spend their lifelong learning monies, which is to be approved by the Secretary before funds can be awarded.

Second, the proposal acknowledges that institutions of higher education have a crucial role to play if lifelong learning opportunities are to be widely available. Funds under this section are to be made available on the same basis as under the state section and will be channeled through the state to institutions to enhance the planning capacity of the state so as to better coordinate lifelong learning resources.

Third, the proposal recognizes the important contribution of the public and private noneducational sector -- agencies, institutions, organizations, business and labor -- in fulfilling present lifelong learning needs. An attempt is made to bring these efforts into the coordination and planning process for more effective utilization of lifelong learning resources. In particular, many of these organizations and agencies are developing innovative approaches for bringing learning opportunities to the disadvantaged adult. Perhaps one of the most interesting is the advance of media technology in reaching out to potential students. These efforts could serve as models for the development of the same or similar approach in an institutional setting. The cross-fertilization between the institutional and non-institutional setting could produce truly creative answers to adult learner problems and needs.

Finally, the proposal recognizes a small but significant federal role in the areas of federal program coordination, information dissemination and research into present and proposed lifelong learning financing methods, both public and private. These activities, while authorized under current law, have not been carried out to any significant degree.

The proposal calls for an authorization of such sums as necessary to carry out the various state, institutional, and federal activities in support of lifelong learning. The monies would be distributed as follows: 35 percent for state-level activities; 30 percent for institutions of higher education which would flow through the states for coordination and planning purposes; 30 percent for grants and contracts focused on access of disadvantaged persons to be awarded to public and private agencies, institutions and organizations, business, labor, and individuals; and 5 percent for the federal activities of coordination, dissemination and research. A chart illustrating how this allocation will work is attached to my statement as Appendix B. For simplicity's sake, the chart was developed assuming a hypothetical $20 million appropriation.

Our proposal also continued the existence of the National Advisory Council as designated in current law with some changes. One, the Council is renamed the National Advisory Council on Lifelong Learning; two, its membership is expanded, particularly to include representatives from the disadvantaged adult groups; and three, the process for selection of a chairman is outlined.

Our intent in offering this proposal is to come up with a single, workable alternative to current Title I around which states, institutions of higher education, aging, labor, women's, church, minority and handicapped interests might rally their support. The final draft of our proposal reflects several careful reviews and many constructive comments from these varied interests. While an attempt was made to incorporate as many of the comments received as possible, a few, like placing heavier emphasis on Educational Information Centers, made sense to us but did not seem appropriate at this time. After reviewing our final draft, several groups indicated their support for the proposal. These organizations are listed in Appendix C of my statement. Many others have expressed their interest in what we are proposing but for one reason or another were unable to give any official commitments at this time.

Perhaps my greatest pleasure in being here today is to take advantage of this opportunity to thank publicly Congressman Bill Ratchford for his generous support and his willingness to introduce our proposal as legislation for committee consideration. We acknowledge him not only as a friend and supporter of lifelong learning but also as a long-time friend of aging. It has been a pleasure working with Representative Ratchford and his staff and we greatly appreciate the enthusiasm they have shown toward our efforts.

In closing, I would like to reinforce NRTA-AARP's commitment to lifelong learning for all adults. We pledge our continued support of HR 4531 in hopes that it soon may become law.

Thank you for your attention to my comments.

Appendix A *

V. LIFELONG LEARNING

To paraphrase and expand on a comment made by Secretary of Commerce Juanita Kreps at a conference on lifecycle planning, "the press and the public clearly appreciate stories of 80 and 90 year old individuals returning to school, graduating, taking on new jobs and other 'life engaging' activities." What is not so clear, however, is our universal understanding of the dimensions of the lifetime learning issue. A brief historical review of education, learning and the older adult may provide us with the information base necessary to promulgate future public policy in this area.

A. History

During the decades, 1900 to 1930, educational opportunities for the older adult (ages 35-50) were limited indeed.** This situation was due to a combination of factors including: (1) a high degree of employment resulting in little "perceived need" or "leisure time"; (2) a lessor societal commitment to the notion of universal access to education; and (3) lack of institutional resources available to the "non-traditional" learner.

The advent of the Great Depression while removing two of these impediments, high employment and lack of time, added yet another barrier, namely a lack of income for those employed individuals desiring to "purchase" learning opportunities. The Depression had an even greater impact, however. For the first time there surfaced what was to become an on-going national problem-the need for career retraining and relearning. As industry recognized the need to "lay off" workers in order to reduce costs, the first to go were the middle-aged and older workers. Rather than move vigorously to organize retraining opportunities, we as a society set out exclusively on the road of income maintenance, ignoring "service" (education). The passage of the Social Security Act represented a decision upon the part of government to "disemploy" older workers by using a monetary carrot rather than engage in reemployment through an educational vehicle.

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* From NRTA/AARP statement on Retirement, Employment and Lifelong Learning, U.S. Senate Special Committee on Aging, Washington, D.C., September 8, 1978.

** Ruth Weg, Demographics of Aging, Summer Institute, USC, 1977-78.

This process remained in place until the late 1940's when yet another societal upheaval signaled a change in the history of lifelong learning. The return of World War II veterans to civilian life required massive monetary intervention upon the part of the federal government to provide educational and training opportunities. While many of these returning soldiers were young men, a significant proportion were middle aged and older necessitating "learning" programs which had a heavy flavor of retraining or at least retreading. Thus throughout the 1950's we were witness to a subtle but steady alteration of curricula in universities and junior colleges with an increasing "tilt" toward courses and programs in the professional areas aimed at the "older" student.

The advent of the Viet Nam War combined with, or resulting in, ferment on the college campus, significantly altered the demographic profile of student bodies. As universities and community colleges became less attractive and perhaps less inviting to the older student, secondary schools stepped into the breech. We saw the growth of adult education classes offered at nights ,on weekends and based geographically where older adults would have easy access (e.g. shopping centers, union halls, senior centers, etc.).

(B) The Modern Era

The passage of the Older Americans Act in 1965 marked the first time that the federal government took an abiding interest in the issue. The genesis of any program has considerable bearing upon its future direction and lifelong learning is no exception. The reasons behind this interest were multiple; large sums of money being placed in education/training titles: a growing awareness of the implications of the "graying" of America; and pressures by management and labor for the federal government to intervene on a variety of levels in the employment/unemployment arena. From 1965 to 1976, the government moved carefully as it sought to put into operation the concept articulated by the Education Task Force of the 1971 White House Conference on Aging.

> "Education is a basic right for all persons of all age groups. It is continuous and henceforth one of the ways of enabling older people to have a full and meaningful life and a means of helping them develop their potential as a resource for the betterment of society."*

During the intervening eleven years between the passage of the Older Americans Act and the 1976 Lifelong Learning Act, a variety of programs and program definitions were tried in an attempt to fulfill this "basic right." A brief review of these attempts may result in defining what we see as our future role.

(1) Learning as an Enabling Device

Here we were witness to classes run by secondary school districts which focused on subjects which would enable older adults to function in society, e.g., English as a second language; income tax assistance; driver education, etc. The majority of these classes were operated at night in schools and community centers.

(2) Learning for Learning's Sake

In an attempt to eliminate the notion that learning must have immediate and direct life utility, classes were developed which would broaden the interests and experiences of older adults. (It is important to note that over 50 percent of today's 65+ generation have had less than an eighth grade education). These offerings included: Art History, Civics, Languages, etc. Senior Centers, churches and local senior citizens clubs served as the conveners of these classes.

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* 1971 White House Conference on Aging, Washington, D.C. U.S. GPO, 1972.

(3) Learning as Skill Development

As unemployment increased and the older worker became increasingly vulnerable to early "retirement" it became clear that retraining opportunities were required. Thus we saw the rise of classes in job-related fields such as paralegal training, peer counseling and child care. Interestingly, the rise in the number and type of these classes accompanied the increase in age-related employment programs such as Foster Grandparents, the Retired Senior Volunteer Program, Title IX, now Title V of the Older Americans Act and the like. In the main, however, these "jobs" have been for the post-retired and involve a relatively small percentage of older individuals. The skill development options have, however, involved the use of community colleges and universities in terms of both faculty and sites.

(C) Current and Future Developments

Events of the past two years have necessitated yet another shift in lifelong learning programs. The specter of high level, long term inflation is likely to cause older workers to cling tenaciously to their jobs. Pressures from trade unions to open positions for younger employees combined with the desire of management to bring in new knowledge has placed older workers in a situation requiring retraining, retreading and job redefinition.

The passage of the 1976 Lifelong Learning Act was in many ways as much an economic document as a social statement. It recognizes the need to "attack" the issue on a variety of fronts, while placing heavy emphasis upon the development of the individual within the work system.

"Policymakers with a lifelong learning perspective can help to close the gap between the learning and work lives of individuals by improving the work-related experience available through the educational system, by improving the learning opportunities available at the workplace, and by encouraging linkages between both systems to support continual human development and life transitions."*

The Associations have consistently supported a multifaceted approach to lifelong learning issues. Our experience with our Institute of Lifetime Learning clearly indicated the aforementioned trend toward work-related learning. In the early years of the Institute the bulk of our efforts were aimed at providing general educational opportunities (see earlier description of learning for learning's sake)for older adults. As community colleges and secondary schools assumed greater and greater responsibility in this area, our Institute began to alter its role and function.

In the coming year, the Institute of Lifetime Learning will be assessing the work/education field to identify realistic options for the re-education and retraining of the employed middle-aged and older worker. These options might include: job sharing; job transitions; returning to earlier careers; job reclassification; and skill renewal. Once the various options have been assessed, the Institute, in cooperation with various educational and corporate institutions, will assist in the development and implementation of training materials and curricula.

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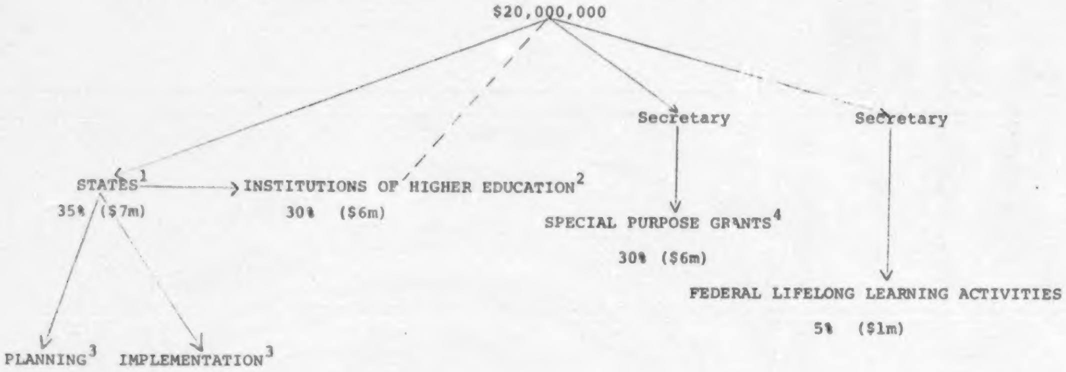
* Lifelong Learning and Public Policy, HEW, February, 1978 page vii.

APPENDIX B

Distribution of Funds under the Higher Education Act - Title I

(Assuming a $20 million Appropriation)


$20,000,000
Secretary
Secretary
STATES[1]
35% ($7m)
INSTITUTIONS OF HIGHER EDUCATION[2]
30% ($6m)
SPECIAL PURPOSE GRANTS[4]
30% ($6m)
FEDERAL LIFELONG LEARNING ACTIVITIES
5% ($1m)
PLANNING[3]
IMPLEMENTATION[3]

States receiving $100,000 or more must spend from 30% to 40% for planning.

States receiving less than $100,000 must spend 40% to 50% for planning.

1. From the $7m, each state's allocation is determined on a formula basis using a ratio which bears the same proportions as that of the state's 18 and older population does to total population 18 and older, except that each state is guaranteed at least $50,000.
2. Although this money is specifically for grants to institutions of higher education, it is channeled through the states for planning and coordination purposes. It is distributed to individual states under the same formula as number one above.
3. A state may use up to 5% of these funds to administer the institutional grants program.
4. Available to public and private agencies, institutions and organizations, business, labor, and individuals.

Appendix C

Organizations Joining NRTA-AARP In Support of HR 4531

Asociación Nacional Pro Personas Mayores

B'nai B'rith Women

National Association of Retired Federal Employees

National Council on the Aging

National Indian Council on Aging, Incorporated

National Organization for Women

United Auto Workers

Western Gerontological Society

Women's Equity Action League

STATEMENT OF DR. PAUL A KERSCHNER, ASSOCIATE DIRECTOR, NATIONAL RETIRED TEACHERS ASSOCIATION AND THE AMERICAN ASSOCIATION OF RETIRED PERSONS

Dr. KERSCHNER. Thank you, Mr. Chairman.

I am Dr. Paul Kerschner and I am associate director for the policy and program division of the National Retired Teachers Association and the American Association of Retired Persons.

We very much appreciate the committee's scheduling a second day of hearings on title I of the Higher Education Act and thank the committee for the opportunity to testify.

Before joining the associations last August, I was the director of community programs and a professor at the Andrus Gerontology Center on the campus of the University of Southern California. Both personally and on behalf of the two associations I represent here today, I bring a firm commitment to the concept of lifelong learning, a concept so able described by Mr. Kingston in his remarks on behalf of the college board.

NRTA–AARP are affiliated, nonprofit, membership organizations representing over 12 million older Americans. As organizations responsive to the needs of older persons, NRTA and AARP have long been committed to the concept of lifelong learning. In our opinion, education and continued learning opportunities are critical to the quality of life and the mental and physical well being of all older persons.

The organization's founder, Dr. Ethel Percy Andrus, a retired schoolteacher, believed that older persons should not be denied an opportunity to remain mentally fit. She established the Institute of Lifetime Learning to provide adult education programs specifically designed for older persons. Fifteen years ago there were few programs of this kind in the United States.

Today, we can say that the concept of lifelong learning has "come of age." Today, greater numbers of people are living into their seventies, eighties, and nineties. This means also that many more people today can anticipate 20, 25, or 30 years of retirement. In rapidly changing society, citizens of all ages—and particularly the elderly—must acquire the skills necessary to allow them to cope with rapid technological and social advances, to be qualified for employment and reemployment, and to offer services to their communities as volunteers.

I have attached to this statement a portion of a larger statement presented to the Senate Special Committee on Aging last fall during hearings on retirement, employment, and lifelong learning. I have done so because this section on lifelong learning provides the historical perspective from which we must view the evolution of the concept of lifelong learning.

It further sets out the importance of lifelong learning opportunities in the lives of older adults. From this perspective we gain significant insights into the issues we must address in our efforts to strengthen public policy in the area of lifelong learning. Among these are:

The need to develop innovative and creative approaches which will break down barriers which block access of adults to educational and training opportunities.

A need to coordinate and to plan lifelong learning programs to utilize more effectively current and new lifelong learning resources from both Government and private sources.

A need to bridge the awareness gap which exists between learning that takes place within the traditional institutional setting and that which takes place in nontraditional organizations settings, through organizations outside the formal educational structure.

The need for flexibility in program design so that program offerings can shift with changing adult student needs.

And, finally, a need to assess, on an ongoing basis, the evolving educational and training needs of adult students and to evaluate the effectiveness of lifelong learning programs in meeting those needs.

We are particularly pleased to be here today to testify on title I of the Higher Education Act and to reinforce our strong support for lifelong learning which is embodied as a concept in part B of current law.

We were active participants in 1976 in the legislative effort to add lifelong learning to the act. In the current debate over the reauthorization of the act, we are particularly concerned that lifelong learning be strenghthened and given a stronger focus within title I of the act.

To fail to address the problems which have resulted in no moneys being appropriated for this part, or to lose the concept from the act entirely, would be a critical loss at a time when the importance of learning opportunities for training or retraining adults for continued or new employment is being emphasized.

Additionally, part A, the community services and continuing education programs, has suffered from a confusion of purposes and a State allotment formula which distributes small amounts of money to institutions of higher education without significant regard to national priorities or quality of programs.

In assessing the problems of title I to arrive at a practical approach for solving them, we believed it essential to restructure the title entirely. NRTA-AARP took the lead in the education and aging community in developing a proposed revision of title I which would remedy a number of the problems inherent in current law and refocus our lifelong learning efforts.

Working closely with the college board, the National University Extension Association, the Adult Education Association, the National Advisory Council on Extension and Continuing Education, the United Auto Workers, as well as the education commission of the States, and others, every effort was made to develop a proposal which would have broad-based support from not only the education community but also the "consumer" or potential student as well.

The draft developed giving full recognition to the role that States, institutions, the private sector and the Federal Government must play in lifelong learning.

First of all, States are given a major role to play in the development of lifelong learning opportunities for their citizens. The State formula mechanism is retained, except that funds under the formula would be distributed on the basis of the number of persons 18 and older in the State instead of total State population as under current law.

Since by definition the proposal seeks to address only the needs of the adult learner, this represents a more equitable distribution basis.

Further, in using the funds allocated, States must seek solutions to two major problems facing them over the next decade, elimination of access barriers to learning opportunities for disadvantaged persons and coordination of the multitude of State-level—some of which may well be federally funded—education and training activities which provide lifelong learning opportunities for adults.

Disadvantaged adults, as a special focus in this proposal, go beyond the traditional low socioeconomic status individual to include also those who experience significant barriers to learning opportunities on account of age, sex, race, handicap or national origin.

The sharpened focus of the State formula portion is to recognize the national goal of equal educational opportunity and at the same time be sensitive to State-level organization and administrative problems. States must develop a State plan, detailing how they will spend their lifelong learning moneys, which is to be approved by the Secretary before funds can be awarded.

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Third, the proposal recognizes the important contribution of the public and private noneducational sector—agencies, institutions, organizations, business and labor—in fulfilling present lifelong learning needs. An attempt is made to bring these efforts into the coordination and planning process for more effective utilization of lifelong learning resources.

In particular, many of these organizations and agencies are developing innovative approaches for bringing learning opportunities to the disadvantaged adult. Perhaps one of the most interesting is the advance of media technology in reaching out to potential students.

These efforts could serve as models for the development of the same or similar approach in an institutional setting. The cross-fertilization between the institutional and noninstitutional setting could produce truly creative answers to adult learning problems and needs.

Finally, the proposal recognizes a small but significant Federal role in the areas of Federal program coordination, information dissemination, and research into present and proposed lifelong learning financing methods, both public and private. These activities, while authorized under current law, have not been carried out to any significant degree.

The proposal calls for an authorization of such sums as necessary to carry out the various State, institutional and Federal activities in support of lifelong learning. The moneys would be distributed as follows: 35 percent for State-level activities; 30 percent for institutions of higher education which would flow through the States for coordination and planning purposes; 30 percent for grants and contracts focused on access of disadvantaged persons to be awarded to public and private agencies, institutions and organizations, business, labor, and individuals; 5 percent for the Federal activities of coordination, dissemination and research.

A chart illustrating how this allocation will work is attached to my statement as appendix B. For simplicity's sake, the chart was developed, assuming a hypothetical $20 million appropriation.

Our proposal also continued the existence of the National Advisory Council as designated in current law with some changes.

One, the Council is renamed the National Advisory Council on Lifelong Learning.

Two, its membership is expanded, particularly to include representatives from the disadvantaged adult groups.

Three, the process for selection of a chairman is outlined.

Our intent in offering this proposal is to come up with a single, workable alternative to current title I around which States, institutions of higher education, aging, labor, women's, church, minority and handicapped interests might rally their support.

The final draft of our proposal reflects several careful reviews and many constructive comments from these varied interests. While an attempt was made to incorporate as many of the comments received as possible, a few, like placing heavier emphasis on educational information centers, made sense to us but did not seem appropriate at this time.

After reviewing our final draft, several groups indicated their support for the proposal. These organizations are listed in appendix C of my statement. Many others have expressed their interest in what we are proposing but for one reason or another were unable to give any official commitments at this time.

Perhaps my greatest pleasure in being here today is to take advantage of this opportunity to thank publicly Congressman Bill Ratchford for his generous support and his willingness to introduce our proposal as legislation for committee consideration.

We acknowledge him not only as a friend and supporter of lifelong learning, but also as a longtime friend of aging. It has been a pleasure working with Representative Ratchford and his staff and we greatly appreciate the enthusiasm they have shown toward our efforts.

In closing, I would like to reinforce NRTA-AARP's commitment to lifelong learning for all adults. We pledge our continued support of H.R. 4531 in hope that it soon may become law.

Thank you for your attention to my comments.

Mr. Ford. Thank you.

Dr. Malone.

[The prepared statement of Dr. Malone follows:]

PREPARED TESTIMONY OF DR. VIOLET MALONE, PRESIDENT-ELECT, ADULT EDUCATION ASSOCIATION OF THE USA

Chairman Ford and Distinguished Congressmen;

Representing the Adult Education Association of the United States of America, I am Dr. Violet Malone, the Association's President-Elect. The members of my Association and I join our colleagues here today to highlight some issues and concerns as they relate to the reauthorization of the Higher Education Act, specifically Title I of that Act.

BACKGROUND

The Adult Education Association of the U.S.A. is a national educational association. Our thousands of members serve the millions of adult learners in this country and throughout the world. AEA members are teachers, administrators, program planners, researchers, public officials, consultants and others who directly deliver educational programs to adult learners. They provide these programs and related services in a variety of settings ranging from the more traditional colleges, universities and schools to more nontraditional settings, including the military system, correctional institutions, community centers, business, industry, centers for the aging, the mass media, and religious institutions. Because of this diversity of delivery systems and sites, AEA members are in a unique position to speak in comprehensive terms about the "state of the art," new needs, and future directions.

Realizing this unique capability and accepting this important responsibility, the Delegate Assembly of our Association (our representing decision-making body), went on record last October with its affirmation of our position in regard to legislative policy. In fact, Mr. Chairman, we were encouraged to think through these issues by your challenge to us at our 1977 Detroit Conference. The outcome of your challenge and our deliberations are embodied in the AEA Legislative Policy Statement which is appended to our statement submitted to this Committee.

Our testimony today holds our policy up against proposed legislation described this morning by our colleagues from the American Association of Retired Persons. Also, we will be citing some other important concerns not included in that bill. We urge you to consider and incorporate these items in your revision and reauthorization of the Higher Education Act.

AEA/USA POSITION

At the 1978 Adult Education Association national meeting, the delegates adopted a legislative policy statement which identified six policy goals for the Association. Every member in the organization had an opportunity to review the goals and to react to their content and implications. Based on the process through which the document was produced, we feel that it reflects the concerns of the field. The six goals developed through this process are:

1. Assure that individuals and groups of individuals have access to opportunities for education.
2. Encourage all providers of adult education to develop and maintain effective, efficient and high-quality services and programs and to be responsive to social needs as they change.

3. Strengthen relations among education programs, training programs and places where adults work.
4. Recognize that the types of arrangements through which adults may learn are diverse.
5. Address national and international needs in the field of education.
6. Support research in adult education and dissemination of its findings.

Over 54 million Americans have not completed high school and nearly 67% of these have less than nine years of education, based on what is read and heard, competency levels are much lower than years of school attended. This group of adults must certainly be identified as our most educationally deprived. We believe learning is a lifelong experience. After a career of home-making and child rearing, those adults who are returning to the market place find that their educational skills are no longer marketable and are in need of educational programs. Also, adults caught in the rapidly changing technology of our society who need additional education for job changes and skills improvement, must be seen as educationally deprived. This proposed legislation focuses on many of the concerns identified by members of the Adult Education Association.

ACCESS TO LEARNING

Section 101B emphasizes that it should be a "national public policy goal that education and training opportunities should be available to all citizens throughout life." AEA believes that individuals and groups of individuals should have access to opportunity for education and should be treated equally regardless of age, sex, social/ethnic group, handicap, economic disadvantage or social circumstances. We believe that this legislation is a step toward the removal of barriers which prevent adults from having access to opportunities to learn.

This legislation will enable states to provide opportunities which are not limited by place, pace or methods. Too often in the past, opportunities for adults have not been designed to meet their needs, offered in appropriate places, presented using the appropriate method, nor reflective of the pace at which various groups of adults learn.

STATE PLANNING

Section 103B is related to these concerns also. Another strength of this plan is the commitment of comprehensive statewide planning and the involvement of a wide range of educational interests in development and implementation of the plan. A unique feature which AEA supports is the setting forth of the policies and procedures for coordinated activities among the various state programs which are already in operation, such as the Comprehensive Employment and Training Act and the Old Americans Act.

SUMMARY

Lifelong learning is not only an educational issue, but also an economic issue. If we are to maintain our position among world leadership on the economic front, then we must be willing to continue to invest in education. Learning is a life-time adventure, and education has proven to be one of our best investments.

We, the members of the Adult Education Association, stand ready to provide whatever assistance necessary and possible to accomplish the goals. We thank you for inviting us to share our insights and expertise with you today.

AEA/USA Legislative Policy Statement
Adopted by 1978 Delegate Assembly

Purpose of this statement

The Executive Committee of the Adult Education Association of the U.S.A. (AEA/USA) has appointed a Legislative Policies Committee to keep in touch with proposed legislation affecting adult education, to initiate action and to inform the membership of legislative developments. To help focus the efforts of the Legislative Policies Committee, this statement was developed. It has three parts. Part I lists the Association's six policy goals. Part II contains a description of the objectives AEA has in mind in pursuing each of the goals. In the third and last part of this policy statement, there are listed actions AEA will take to accomplish its objectives.

Policy goals

The purpose of AEA/USA is to further the concept that education is a process that continues throughout life. It is with this purpose in mind that AEA/USA sets its agenda for action. One item on that agenda is the need to advise state and federal legislatures on legislation. The content of the advice AEA gives is shaped by its policy goals. AEA supports legislation which:

1. assures that individuals, and groups of individuals, have access to opportunities for education;
2. encourages all offerers (providers) of education to adults to develop and maintain effective and efficient, high quality services and programs and to be responsive to social needs as they change;
3. strengthens relations among education programs, training programs and places where adults work;
4. recognizes that the types of arrangements through which adults may learn are diverse;
5. addresses national and international needs in the field of education;
6. supports research in adult education and dissemination of its findings.

The six policy goals stated above indicate general policy directions which AEA/USA supports but more specific objectives are required for action. Below are identified priorities within each policy area.

Priority Objectives

1. In order to help assure that individuals, and groups of individuals, have access to opportunities for education, AEA/USA supports legislation affirming:
   a. that certain human rights are basic and that all individuals should be treated equally regardless of age, sex, social/ethnic group, handicap, economic disadvantage, or social circumstances;
   b. that barriers which prevent adults from having access to opportunities to learn be lowered or removed. Such barriers include (but are not limited to) the failure to provide the part-time learner financial support or to provide information about programs or counseling services or to make education arrangements that vary in purpose, place, pace, and method of learning.
2. In order to encourage the development and maintenance of high quality programs and services, AEA/USA supports legislation which affirms:

a. the value of programs for adult learners which assess their learnings, including competancies, whether those learnings were developed through experiences adults have had at work, at home, or in the community, or in formal education programs; and which recognize that self-evaluation is an integral part of the learning process;
b. the need to develop adult curricula and to assess the need for new materials, techniques, and devices;
c. the need to train more teachers, counselors, administrators, and other leaders in the field of adult education and to provide those already trained, and those trained in other fields, with inservice programs to keep them up-to-date in the field;
d. the need to improve the management, planning, and coordination of adult education among the federal agencies, state agencies, and local agencies. Such management, planning, and coordination should improve the collection and use of information on adult programs and increase the recognition of the fact that adult education is a significant aspect of national and state education policies.

3. In order to strengthen relations among education programs, training programs, and places where adults work, AEA/USA supports legislation which affirms:

a. that there are critical problems to be solved in coordinating the supply of and demand for people with different skills in the work force--the nation needs to do a better job of assessing and meeting its human resource needs;
b. the value of increasing the productivity of workers through occupational preparation, development programs for employees, and programs to ease career changes;
c. the need to find employment for inner-city and rural out-of-school youth and adults;
d. the value of providing services to adults that facilitate the transitions between work, leisure, and education made over each individual's lifetime.

4. In order to encourage the recognition that arrangements through which adults learn are diverse, AEA/USA supports legislation which makes available:

a. financial support to the great variety of persons, groups, and institutions that serve adult learners;
b. programs and services in a variety of content areas, including but not limited to adult basic skills (whether for further education, employment, or citizenship) as well as learning opportunities for the family, social, cultural, aesthetic, recreational, leisure, professional, and personal development;
c. programs and services to help adults assess individual and family needs, the needs of their communities, and the resources available to both.

5. In order to encourage state and national governments to address national and international needs in the field of adult education, AEA/USA supports legislation which affirms:

a. that certain recognizable and urgent problems exist in areas such as communications, environment, energy and population control (urban, rural, and suburban) and that education can play an important role in solving these problems;

   b. that all individuals possess certain human rights, wherever they live and whatever their circumstances.

6. In order to encourage research and the dissemination of research findings, AEA/USA supports legislation which promotes:

   a. basic (fundamental) and applied research (including statistical surveys) in adult education;
   b. the sharing, interpretation, and application of adult education research with teachers, counselors, administrators, and policy makers.

Implementaion

To accomplish these objectives, AEA/USA will undertake the following:

1. to identify both new legislation and existing law which promotes one or more of AEA/USA's six policy goals;
2. to seek out individuals who are influential in the development and passage of new legislation and in the amending of existing law in order to encourage changes in the legislation that will promote one or more of the policy goals;
3. to cooperate with other professional associations and with federal and state representatives involved in the process of shaping legislation to the extent that interests overlap;
4. to inform the members of AEA/USA of the existence of legislation of interest to them, and to explain what implications that legislation has for adult learners, providers, communities, and programs as well as to indicate the Association's position on the legislation;
5. to develop a communication network that will allow members of AEA/USA to share with the Association the views of their students on various pieces of proposed legislation and to allow members to communicate with each other to find out more about each other's views.

STATEMENT OF DR. VIOLET MALONE, PRESIDENT-ELECT, ADULT EDUCATION ASSOCIATION OF THE UNITED STATES OF AMERICA

Dr. MALONE. Representing the Adult Education Association of the United States of America, I am Dr. Violet Malone, the association's president-elect.

Currently I am serving as the associate professor at the University of Illinois College of Agriculture. I was a former administrator in the college. I am one who earned all her degrees after the age of 30, so I feel competent to speak of being a lifelong learner per se.

First, some background about the association.

The Adult Education Association of the United States of America is a national educational association. Our thousands of members serve the millions of adult learners in this country and throughout the world.

AEA members are teachers, administrators, program planners, researchers, public officials, consultants and others who directly deliver educational programs to adult learners. They provide these programs and related services in a variety of settings, ranging from the more traditional colleges, universities and schools to more nontraditional settings, including the military system, correctional institutions, community centers, business, industry, centers for the aging, labor union offices, the mass media, and religious institutions.

Because of this diversity of delivery systems and sites, we are in a unique position to speak in comprehensive terms about the "state of the art," new needs, and future directions.

Realizing this unique capability and accepting this important responsibility, the delegate assembly of our association, our representing decisionmaking body, went on record last October with its affirmation of our position in regard to legislative policy.

In fact, Mr. Chairman, we were encouraged to think through these issues by your challenge to us at our 1977 Detroit conference. The outcome of your challenge and our deliberations are embodied in the AEA legislative policy statement which is appended to our statement submitted to this committee.

Our testimony today holds our policy up against proposed legislation described this morning by our colleagues from the American Association of Retired Persons. Also, we will be citing some other important concerns not included in that bill. We urge you to consider and incorporate these items in your revision and reauthorization of the Higher Education Act now embodied in H.R. 34531.

The AEA position is as it was at the 1978 Adult Education Association national meeting. The delegates adopted a legislative policy statement which identified six policy goals for the association. Every member in the organization had an opportunity to review the goals and to react to their comment and implications.

Based on the process through which the document was produced, we feel that it reflects the concerns of the field. The six goals developed through this process are:

One, assure that individuals and groups of individuals have access to opportunities for education.

Two, encourage all providers of adult education to develop and maintain effective, efficient and high quality services and programs and to be responsive to social needs as they change.

Three, strengthen relations among education programs, training programs, and places where adults work.

Four, recognize that the types of arrangements through which adults may learn are diverse.

Five, address national and international needs in the field of education.

Six, support research in adult education and dissemination of its findings.

Over 54 million Americans have not completed high school and nearly 67 percent of these have less than 9 years of education. Based on what is read and heard, competency levels are much lower than years of school attended.

This group of adults must certainly be identified as our most educationally deprived. We believe learning is a lifelong experience. After a career of homemaking and child rearing, those adults who are returning to the marketplace find that their educational skills are no longer marketable and are in need of educational programs.

Also, adults caught in the rapidly changing technology of our society who need additional education for job changes and skills improvement must be seen as educationally deprived. This proposed legislation focuses on many of the concerns identified by members of the Adult Education Association.

Section 101B emphasizes that it should be a "national public policy goal that education and training opportunities should be available to all citizens throughout life." AEA believes that individuals and groups of individuals should have access to opportunity for education and should be treated equally, regardless of age, sex, social and ethnic group, handicap, economic disadvantage or social circumstances.

We believe that this legislation is a step toward the removal of barriers which prevent adults from having access to opportunities to learn. This legislation will enable States to provide opportunities which are not limited by place, pace, or methods.

Too often in the past, opportunities for adults have not been designed to meet their needs, offered in appropriate places, presented using the appropriate method, nor reflective of the pace at which various groups of adults learn. In regard to State planning, section 103B is related to these concerns also.

Another strength of this plan is the commitment of comprehensive statewide planning and the involvement of a wide range of educational interests in development and implementation of the plan.

A unique feature which AEA supports is the setting forth of the policies and procedures for coordinated activities among the various State programs which are already in operation, such as the Comprehensive Employment and Training Act and the Old Americans Act.

However, we do ask you to take a serious look at the planning process and make sure that adequate time and funds are allocated to the time of programs as well as planning sessions.

Lifelong learning is not only an educational issue, but also an economic issue. If we are to maintain our position among world leadership on the economic front, then we must be willing to continue to invest in education. Learning is a lifetime adventure, and education has proven to be one of our best investments.

We, the members of the Adult Education Association, stand ready to provide whatever assistance necessary and possible to accomplish the goals.

We thank you for inviting us to share our insights and expertise with you today.

Mr. FORD. Thank you.

Carroll Hutton.

[The prepared statement of Mr. Hutton follows:]

"LIFELONG LEARNING ACT OF 1979"

Testimony of
CARROLL M. HUTTON, DIRECTOR
DEPARTMENT OF EDUCATION
INTERNATIONAL UNION, UAW

Before the Sub-Committee on Post-Secondary Education
on the House Committee on Education and Labor

On the Re-authorization of Title I of the Higher Education Act

Rayburn House Office Building
Washington, D. C.
June 21, 1979

Thank you for the opportunity to testify today on behalf of the "Lifelong Learning Act of 1979." As you may know, it is an issue of great concern to the UAW, and to me personally.

The American Labor Movement, of course, has long supported the cause of increased educational opportunities. As early as 1828, working men's parties were demanding free tax supported schools. Since then, organized labor has continued to support public education by word, by resolution, and by action. Today, formal education has become a primary state function, and has helped make our society more democratic and more just. Education today has become the major route to social mobility.

Unfortunately, the benefits of education have not been accessible to all our citizens. Historically, educational programs have served the young who could devote their full time and attention to the pursuit of an education. Those who have been unable to follow this route have frequently found themselves denied access to further education, and barred from many occupational opportunities.

Many disadvantaged adults today are now serving lifetime sentences of low income and unemployment because they were unable to take advantage of educational opportunities when they were young.

The need for increased educational opportunities for these disadvantaged adults is even more compelling because of the changes occurring in American society. The nature and pace of economic, technological and social change require access to lifelong learning for all our citizens, but especially for those disadvantaged adults who have been historically underserved by our educational system.

Organized labor, representing over 22 million members, has long been concerned with reducing the many barriers to educational opportunity that affect many of our members. Many unions, for example, have negotiated tuition refund benefits for their members to help defray the high cost of education. Most UAW members are now entitled to $900.00 a year in tuition refund benefits. Nationwide, negotiated tuition aid benefits cover workers under 198 different plans. It has been estimated that more than $200,000,000 is potentially available for employee education benefits -- with the numbers covered by such contract clauses multiplying each year.

In the UAW, we believe that in future bargaining we will further improve our tuition refund program. We look forward, as well, to winning paid educational leave for our members. In Canada, as of June 5, 1979, 172 UAW collective bargaining agreements covering 44,338 members have paid educational leave provisions. We expect to gain similar provisions for our members in the United States. We look forward to the day when all workers will have the right to paid educational leave.

We have learned, however, that more is required than to win tuition refund benefits. This is reflected in the fact that less than four percent of the workers covered take advantage of these benefits. Much more needs to be done if we are to insure the promise which these benefits represent.

Certainly our colleges and universities must develop new and innovative programs which take into account the special needs and lifestyles of workers. This is especially true of our urban institutions. It is in our urban areas, after all, where most of our members and their families live and work.

In Detroit, we have worked closely with Wayne State University in the development of a program specially designed to meet the educational needs of workers. This program, University Studies and Weekend College, is currently serving over 1,500 working adults -- most of them union members, and with an average age of 37.

There are, I think, three important features to this program: Its delivery system, its curriculum, and its approach to student services. The delivery system enables workers to earn their bachelor's degree through a combination of TV courses, once-a-week workshops, and weekend conferences. The TV courses are shown at a variety of times so that workers can watch them at home, at their convenience. The workshops meet once a week at times and locations as convenient as possible for the students. At our UAW locals, for example, classes are scheduled around shift changes.

The curriculum takes a problem-oriented, interdisciplinary approach to issues directly relevant to the lives of working people. The social science curriculum, for example, is organized around such issues as culture, community and identity, work and labor, and conflict and social change.

Especially important to the success of this program has been its approach to student services. Counselors from the university work closely with local union officers to hold orientation and registration sessions right at the locals. Workers, then, are admitted to the university and registered for classes in their own union halls. Usually, they take their classes there as well.

The success of this program has demonstrated that it is possible to overcome many of the obstacles that have traditionally denied workers access to higher education. We hope for similar results from our demonstration project with the College Board. With support from the U. S. Office of Career Education, we are attempting to see if the Swedish concept of "study organizer" can be adapted to the American setting. In Sweden, these union education recruiters/counselors have been extremely successful in increasing worker participation in adult education and training programs. We anticipate similar results in our experiment at Haggerstown, Maryland. Clearly, we need to support imaginative demonstration projects which will address the many barriers which have traditionally denied workers (and others) equal educational opportunities.

The need for increased educational opportunities for workers is paralleled by the need for expanded opportunities in labor education. Many of the changes which have made lifelong learning imperative for our entire society have placed new and increased demands on union leadership. The complexity of contract language today places an ever increasing burden of responsibility upon the shop steward, committeeperson and local union officer charged with making the contract work. The education and training required for effective local union leadership has become an awesome challenge for all unions.

UAW President Douglas A. Fraser described the problem in this way:

> "The role of a union leader is an enormously complicated and responsible one. It requires a deep understanding of the philosophy and the nature of the organized labor movement. And it requires knowledge and training in a great many fields.
>
> "In today's complex bargaining, a union leader needs at least a working knowledge of time study and job evaluation; of pension, health, and welfare plans, of economic data and how to interpret it; of preparing cases for arbitration. The leader needs to know something about labor law and its administration, and about the

> operation of government agencies with which he or she must deal. The leader should be trained in organizing techniques, and in ways of teaching groups of workers who have traditionally considered themselves outside the labor movement.
>
> "Union leaders need a thorough understanding of the operation and the politics of their democratic union, and of the necessity for actions taken by the union. As important as technical training and the so-called tool subjects are, they alone are not enough. There is a need for broader programs to develop greater understanding of how labor unions relate to the rest of our society, and of the trends which are working in that society. Technical proficiency alone is not enough."

Especially important is the need to provide leadership training for women and minority members who are becoming an increasing part of the trade union membership. In Michigan, with Title I assistance, we have been able to develop a statewide leadership training program for union minorities and women. Operated by a consortium of six Michigan universities and Michigan labor organizations, we hope this will serve as a model for other states as well.

Our experience in Michigan has confirmed the need for federal legislation supporting the expansion of labor education, training and technical assistance programs. As society grows more complex, the new generation of labor leaders must be educationally equipped to deal with the complexities of modern society and the increasing intricacy of trade union organization and administration. Unfortunately, the expansion of labor education in the last decades has been small compared to rural extension programs and business education. Sadly, the rich promise of the Morrill Land Grant College Act of 1862 has remained just that when it comes to the educational needs of workers and their labor organizations.

Almost 200 years ago coal miners, weavers, and the earliest metal workers met in their Sunday schools in England to learn to read and write and count, so they could read the Bible to find their way to God and organize unions to find their way to economic justice. This concept was brought to our country.

Today, we must extend that education concept so we can make science and technology, and our vast industrial structures help us move into a democratic society where all the people, fully informed, with complete access to the entire culture, have equal voices in present political decisions, so that we have an equal opportunity to share in the future, its material benefits, its spiritual rewards, and its educational and cultural richness.

The Federal Government is on record in support of lifelong learning as a concept and as the right of every American. It is time to make this a right as well for those disadvantaged adults who have been prevented from obtaining equal educational opportunities. In the words of Vice President Walter Mondale,

> ". . . we must now return to the job of providing greater access to learning for all Americans, regardless of age or social and economic position."

Thank you, Mr. Chairman.

STATEMENT OF CARROLL HUTTON, EDUCATION DIRECTOR, UNITED AUTO WORKERS SOLIDARITY HOUSE, DETROIT, MICH.

Mr. HUTTON. Thank you very much, Chairman Ford

We in the UAW thank you for this opportunity today to testify on behalf of the Lifetime Learning Act of 1979. As you may know, it is an issue of great concern to the UAW and to me personally.

The American labor movement, of course, has long supported the cause of increased educational opportunities. As early as 1828, working men's parties were demanding free tax-supported schools.

Since then, organized labor has continued to support public education by word, by resolution, and by action. Today, formal education has become a primary State function, and has helped make our society more democratic and more just. Education today has become the major route to social mobility.

Unfortunately, the benefits of education have not been accessible to all our citizens. Historically, educational programs have served the young who could devote their full time and attention to the pursuit of an education and barred from many occupational opportunities.

Many disadvantaged adults today are now serving lifetime sentences of low income and unemployment because they were unable to take advantage of educational opportunities when they were young.

The need for increased educational opportunities for these disadvantaged adults is even more compelling because of the changes occurring in American society.

The nature and pace of economic, technological, and social change require access to lifelong learning for all our citizens, but especially for those disadvantaged adults who have been historically underserved by our educational system.

Organized labor, representing over 22 million members, has long been concerned with reducing the many barriers to educational opportunity that affect many of our members. Many unions, for example, have negotiated tuition refund benefits for their members to help defray the high cost of education.

Most UAW members are now entitled to $900 a year in tuition refund benefits. Nationwide, negotiated tuition aid benefits cover workers under 198 different plans. It has been estimated that more than $200 million is potentially available for employee education benefits—with the numbers covered by such contract clauses multiplying each year.

In the UAW, we believe that in future bargaining we will further improve our tuition refund program. We look forward, as well, to winning paid educational leave for our members.

In Canada, as of June 5, 1979, 172 UAW collective bargaining agreements covering 44,338 members have paid educational leave provisions. We expect to gain similar provisions for our members in the United States. We look forward to the day when all workers will have the right to paid educational leave.

Mr. Chairman, when paid educational leave is negotiated by the parties, the management and labor, in the United Kingdom, France, Italy, Australia, Germany, and the Netherlands, it is subsidized by government funds in those countries.

We have learned, however, that more is required than to win tuition refund benefits. This is reflected in the fact that less than 4 percent of the workers covered take advantage of these benefits. Much more needs to be done if we are to insure the promise which these benefits represent.

Certainly our colleges and universities must develop new and innovative programs which take into account the special needs and lifestyles of workers. This is especially true of our urban institutions.

You know, Mr. Chairman, that the UAW has endorsed the Urban Grant Act this past year. In Detroit we have had the good fortune of working closely with Wayne State University in the development of a program specially designed to meet the educational needs of workers. This program, university studies and weekend college, is currently serving over 1,500 working adults, most of them union members, and with an average age of 37.

We think the key to this program at Wayne State is the fact that we have a strong, actively participating labor advisory committee in this program.

There are, I think, three important features of this program: Its delivery system, its curriculum, and its approach to student services.

The delivery system enables workers to earn their bachelor's degree through a combination of TV courses, once-a-week workshops, and weekend conferences. The TV courses are shown at a variety of times so that workers can watch them at home, at their convenience, pace and place. The workshops meet once a week at times and locations as convenient as possible for the students. At our UAW locals, for example, classes are scheduled around shift changes.

Especially important to the success of this program has been its approach to student services. Counselors from the university work closely with local union officers to hold orientation and registration sessions right in the local unions. Workers then are admitted to the university and registered for classes in their own union halls. Usually they take their classes there as well.

The success of this program has demonstrated that it is possible to overcome many of the obstacles that have traditionally denied workers access to higher education. We hope for similar results from our demonstration project with the college board.

With support from the U.S. Office of Career Education, we are attempting to see if the Swedish concept of "study organizer" can be adapted to the American setting.

In Sweden, these union education recruiters/counselors have been extremely successful in increasing worker participation in adult education and training programs. We anticipate similar results in our experiment at Hagerstown, Md.

Clearly, we need to support imaginative demonstration projects which will address the many barriers which have traditionally denied workers, and others, equal educational opportunities.

The need for increased educational opportunities for workers is paralleled by the need for expanded opportunities in labor education. Many of the changes which have made lifelong learning imperative for our entire society have placed new and increased demands on union leadership.

The complexity of contract language today places an ever-increasing burden of responsibility upon the shop steward, committeeperson, and local union officer charged with making the contract work. The education and training required for effective local union leadership has become an awesome challenge for all unions.

UAW President Douglas A. Fraser described the problem in this way:

> In today's complex bargaining, a union leader needs at least a working knowledge of time study and job evaluation, of pension, health, and welfare plans, of economic data and how to interpret it, of preparing cases for arbitration. The leader needs to know something about labor law and its administration, and about the operation of government agencies with which he or she must deal.

He further said:

> As important as technical training and the so-called tool subjects are, they alone are not enough. There is a need for broader programs to develop greater understanding of how labor unions relate to the rest of our society, and of the trends which are working in that society. Technical proficiency alone is not enough.

Especially important is the need to provide leadership training for women and minority members who are becoming an increasing part of the trade union membership. In Michigan, with title I assistance, we have been able to develop a statewide leadership training program for union minorities and women. Operated by a consortium of six Michigan universities and Michigan labor organizations, we hope this will serve as a model for other States as well.

Our experience in Michigan has confirmed the need for Federal legislation supporting the expansion of labor education, training and technical assistance programs. We are especially appreciative, Congressman Ratchford, for your bill, H.R. 4531, and the careful drafting of section 4, subsection 1a, that provides that respect.

As society grows more complex, the new generation of labor leaders must be educationally equipped to deal with the complexity of modern society and the increasing intricacy of trade union organization and administration.

Unfortunately, the expansion of labor education in the last decades has been small compared to rural extension programs and business education.

Sadly, the rich promise of the Morrill Land-Grant College Act of 1962 has remained just that when it comes to the educational needs of workers and their labor organizations.

The Federal Government is on record in the support of lifelong learning as a concept and as the right of every American. It is time to make this a right as well for those disadvantaged adults who have been prevented from obtaining equal educational opportunities. In the words of Vice President Mondale:

> * * * we must now return to the job of providing greater access to learning for all Americans, regardless of age or social and economic position.

Thank you, Mr. Chairman.

Mr. FORD. Thank you. Sandy?

[The prepared statement of Dr. MacLean follows:]

PREPARED STATEMENT OF DR. LOWE STANNARD (SANDY) MACLEAN, ASSOCIATE VICE PRESIDENT FOR STUDENT AFFAIRS, EASTERN MICHIGAN UNIVERSITY ON BEHALF OF THE AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

Mr. Chairman and members of the subcommittee, my name is Lowe S. MacLean. I am Associate Vice President for Student Affairs at Eastern Michigan University. I also serve as Coordinator of Governmental Relations for the American College Personnel Association, a professional association of 8,000 college and university counselors, advisors, and administrators, working in areas such as admissions, financial aid, student activities, and career planning and placement. The American College Personnel Association (ACPA) is a division of a larger professional organization, the American Personnel and Guidance Association (APGA). APGA has nearly 41,000 members in guidance, counseling, and college student personnel work. The membership performs guidance and counseling functions in elementary, secondary, and higher education settings; in community and rehabilitation agencies; and in government, business, and industry. APGA has 13 national divisions and 53 state branches (the 50 states plus the District of Columbia, Puerto Rico, and a European branch). Today I am representing both the American Personnel and Guidance Assocaition and the American College Personnel Association.

Mr. Chairman, both associations support the efforts of Ms. Sandra Timmermann of American Association of Retired Persons (AARP) and her colleagues to improve the Lifelong Learning programs. However, the American Personnel and Guidance Association suggests that these overall program concepts could be expanded and improved if three federal programs, i.e., Lifelong Learning, Education Information Centers and Teacher Centers were consolidated into one program model called Centers for Educational Development Services.

There are two good reasons why this should be done. First, the goals of the three federal programs could be stated briefly as: serving the disadvantaged, helping those without direction or employable skills, facilitating learning beyond age 18 and throughout life, and helping professionals, e.g., teachers, and counselors, to upgrade their skills and knowledge in order to work more effectively in a pluralistic society. These broad goals are compatible and mutually supportive, and they could be better achieved if the programs were combined. Second, by consolidating these three federal programs, a cost saving can be achieved. In fact, funding could be reduced while the overall program would be expanded. The broader program could be achieved because the staff of the Center for Educational Development Services would be more diverse. Teachers, counselors, and various types of paraprofessionals would be employed, and by utilizing a team approach, a multi-dimensional program could be achieved.

Program suggestions for Centers for Educational Development Services include upgrading the skills of teachers in the use of media, technology, and multi-cultural studies; assisting adult education programs to expand their program offerings and services; organizing and mobilizing people to utilize more fully community learning resources; serve as a referral service for ongoing community agencies -- particularly mental health agencies; provide counseling and direct assistance to the handicapped, including those with drug or alcohol problems; provide parent training; and train peer counselors and volunteers for school, college, and community agencies.

The type, size of staff, and staff training needed can be determined by the needs of the communities to be served, e.g., rural, urban, or inner city. I am attaching a more complete description of the combined proposal, developed by Dr. Nancy Pinson, a professional colleague of mine in the American Personnel and Guidance Association. This comes complete with rationale, documentation and critical needs served by such a center. In the interest of time I have summarized above the principal concepts embodied in this paper.

Mr. Chairman, I appreciate this opportunity to present the American Personnel and Guidance Association's point of view on this matter. I stand ready to answer any questions you may have on this matter.

Attachment

A PROPOSAL TO COMBINE THREE SECTIONS OF EXISTING LAW INTO A SINGLE HIGHER EDUCATION PROGRAM OPTION

by Nancy Pinson, Ph.D.

Rationale:

With the Amendments of 1976 (P.L.94-482), Higher Education Institutions were authorized to inaugurate or coordinate a number of programs which would increase access to continuing educational experiences. These programs were conceived not only for those individuals whose early schooling had left them without direction or employable skills, but for those whose present capacities for guiding and instructing these and other individuals needed to be upgraded.

Among these initiatives were Lifelong Learning (a new Part B under Section 101), an Education Information Program (Section 125 under Part D: Student Assistance), and an amendment to Title V of the Act that added Teacher Centers and Training for Higher Education Personnel to the established Teacher Corps.

Each of these programs received strong support as it evolved into legislative language. But of the three, only Teacher Centers have enjoyed a funding level that has approximated Congressional appropriations intent. Lifelong Learning, a concept that attempted to embrace an entire universe of continuing education opportunities, was placed in unwitting competition with established programs of adult basic education; agricultural, business, and vocational education, parent education; preretirement education -- adinfinitum. Its zero funding to date testifies to the problem of legislative language that is so global and comprehensive that specificity suffers. Faring better because of its concrete "Center" focus, The Education Information Program has received small (up to $3 million) appropriations in each year of its brief life. It is now proposed, however, for zero support in the FY'80 Office of Education budget.

When examined together, the intent and the subsequent appropriations levels of these initiatives give valuable information to both the Congress and the public. It is the position of our Association that their consolidation would significantly improve the delivery of the intended services even as it reduces their cost. Moreover, such consolidation would direct implications for the extension of related sections in existing law that address work study and cooperative education programs ... An extension allowing students of all ages to contribute to the costs of their continuing education even as they pursue it. (see Froomkin, 1978 for additional support for this posture.)

Additional Documentation

Education Information Centers have an untapped potential for creating an education consumer assistance system (Stark, 1978; Marchese, 1977; Elkhawas, 1977.) Yet in late February of 1978, and again in February of 1979, personnel charged with planning for EICS at state and federal levels have grappled unsuccessfully with the legislation's unfulfilled challenge. The Education Commission of the States, the College Board, the Institute for Educational Leadership, the National Center for Educational Brokering, and other constituencies were and are concerned with the present limited interpretation of this program to the computerization of existing information for the convenience of adult learners.

Here we have a case of terms which inhibit (information) versus terms which are sweeping and comprehensive (lifelong learning). As Cross (1978) puts it, if a lifelong learner is one who takes classes, then 12 to 31 percent of our adults can be so designated (NCES, 1975; Carp, Peterson, and Roels, 1974.) If, however, a lifelong learner is one who makes highly deliberate efforts to learn, then 79 to 98 percent of our adults can lay claim to the title (Penland, 1977; Tough, 1971.)

The debate between adult education (structured by "others") and adult learning (self-directed, spontaneous, etc.) continues to give rise to an unnecessary schism between proponents of one or both. In point of fact, the eighties will see a marked increase in the development of structured educational credential (CEU) characterizing professional and trade renewal requirements. But with a difference Cross and Zusman (1977) predict that this organized instruction will either be the result of collaborative efforts between colleges and universities with other institutions and individuals in the given community, or will, if the higher education community does not take up the challenge, fall in large part (60% or more) to persuasive competitors who promise the same "credentials".

A unique opportunity presents itself to those who design the future legislative framework for higher education. It is to (a) examine the comparative "success" of the Teacher Center concept; one that proposes simply to equip, refresh, and upgrade a specific group of individuals to educate and counsel others, (b) recognize the attractiveness of a Center approach which brings under one "roof" multiple services (tutorial, counseling, placement, instruction, remediation, etc.) which can benefit both the undergraduate and the drop-in learner who may be an alienated teenager or an out of hope adult, and (c) present this as one program that realizes the lifelong learning thesis as a legitimate expression of continuing access to learning (see Bunting, 1978; Cremin, 1976, USDHEW Report, 1976, and Peterson, et al, 1978)

The American Personnel and Guidance Association proposes a single program option entitled:

Centers for Educational Development and Services[1]

Their purpose under the Act would be as follows:

1. Provide increased access to educational services, career opportunities and community resources for students, educators and community members.
2. Coordinate community and institutional services to meet the complex needs of the participating individual and his or her family.
3. Assess the personal, financial and educational needs of these individuals and propose alternative solutions for meeting these needs, including work study and/or cooperative education experiences which would reduce financial depen[illegible]ce.
4. Develop and provide a comprehensive educational and counseling delivery system which can extend and increase opportunities for personal, educational and career advancement to those within and surrounding the higher education community.

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[1] A comparable proposal was submitted to Senator Claiborne Pell early in 1976. APGA believes that it had indirect influence over the design of Education Information Center concept appearing in the 1976 Amendments. The Association re-affirms its initial and broader definition of that Center through this updated submission.

Critical Needs and Recommended Services:

A. Information/Referral Systems - The Center would provide a network of information services which would include the acquisition, organization, storage, retrieval and dissemination of information; as well as reference and research of information resources in the areas of education, manpower needs and career exploration, social and human services, and community needs and characteristics.

B. Human Development - In order to most adequately serve individual potential, a well conceived human development program would enhance the formal educational experience. Program components would be: physical development (health, psychomotor skills, and environmental tasks); psychological development (through counseling, therapy, human potential and decision-making tasks and exercises, etc.); interpersonal-social relations in families, communities, and work (through structured and unstructured group activities); career planning (including career exploration, choice, preparation and change); informed consumerism through financial management and planning; and the study of long-term sociological change expected in future investments of human talents and skills.

C. Community Resource Development - The Center would develop educational programs, activities and services designed to assist in the solution of community problems, i.e., housing, recreation, employment, youth opportunities, transportation, health and poverty; to address community concerns in the areas of family-parent relationships, peer relationships, school-community relationships, postsecondary institutional relationships, and coordination with other services, i.e. human resources, public schools, health services, recreation, adult basic education, legal services, manpower training programs and local business agencies.

D. Academic Resource Development - Institutions must draw together the multi-faceted talents of their collective membership (students, faculty, and staff) to develop and enhance themselves and their communities. Students need to be assisted by faculty, staff, other students and the external community in personal, educational and career objectives. Within the Center's curriculum these individuals should be able to obtain information about themselves; their interests and abilities; available and alternative educational experiences and settings; and the specific and/or universal educational and skill requirements enabling them to become autonomous adults. Faculty and staff must be the first to display this ultimate "student" competency. Inservice activities designed to make their interface with school and community populations more effective will not only equip them with information about that community, but will assist them to influence the institution's capacity to address its needs.

The following areas support and further define the training dimensions which will be responsive to program components of the Center for Educational Development and Services.

1. The Retraining of Educational Personnel - Special groups needs, population mobility, economic realities, and the complexities of aggregate living mandate that educators and counselors be provided the skills to address a far broader array of clientele goals.

In view of the trend across our country to train these personnel within the framework of performance-based models, accountability becomes a dominant issue. Traditional methods of approving and certifying practitioners, i.e. a series of courses and pencil and paper tests, are being replaced with requests for visible performance and functional competency skills in educators. Counselors in particular must be retrained in order to demonstrate needed competencies. Some areas which require "new" or improved professional counseling skills are:

a) parent training programs (parents working more effectively with their children, understanding more thoroughly the role and function of the school)

[illegible]fective relationships with teachers, the institution's curriculum, and administrative goals

c) counseling with handicapped children and adults

d) working with and utilizing the total community through the entire educational span, from kindergarten through adult and continuing education and re-education

e) the reduction of sex-role stereotyping in materials, institutional behavior and career opportunities

f) developing peer counseling programs in student and community groups

g) career awareness, career development, and career planning

h) services to minority students

i) specific and appropriate aid and referral for unwed mothers, alcohol and drug abusers, and other individuals needing immediate assistance

j) selection, storage, retrieval, and dissemination of valid educational and occupational information

k) more emphasis upon the developmental needs of all youth and adults

2. Inservice Training - The Center for Educational Development and Services can provide short-term, regularly scheduled mini-courses or workshops for practicing educators so that their skill development is compatible with

the needs of those youth and adults who utilize Center Resources. Examples of inservice needs are knowledges of:

a) alternative delivery systems for student, parent and community services

b) utilization of new equipment and media

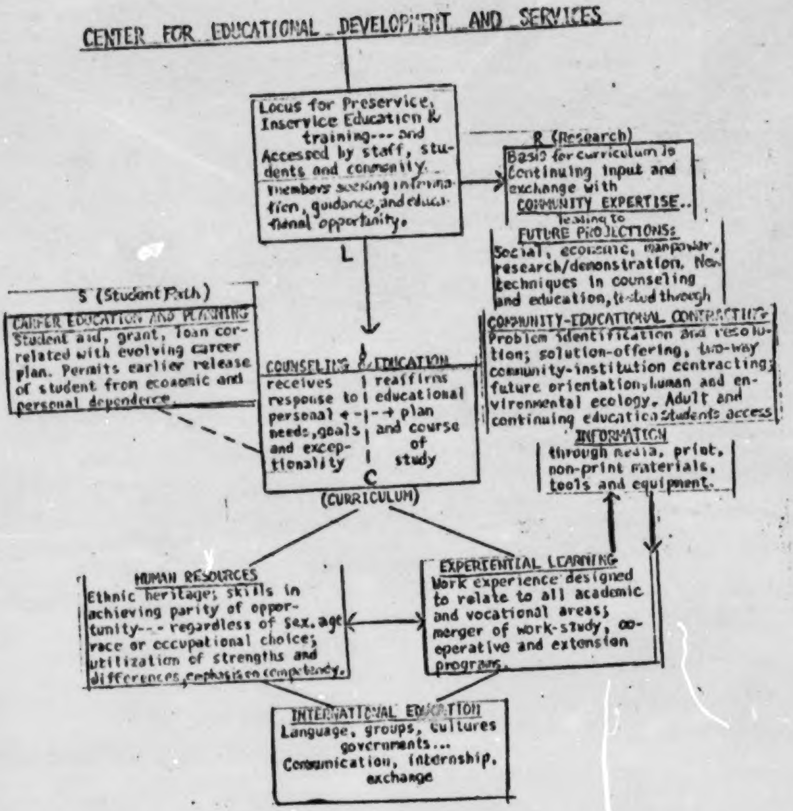
c) educational contracting procedures with community experts

d) future educational trends and issues

3. Paraprofessional Training - There is great need for the utilization of paraprofessionals to assist professional educators at all levels. Paraprofessionals can be trained to assume activities and functions which do not require advanced professional competencies and skills, e.g. information giving, organizing field trips to industry, assisting in parent effectiveness training, sharing skills acquired through experience, etc. Such training also provides these individuals the opportunity to advance their own careers, to enter retirement years with purpose, and to participate as equals in the delivery of educational services.

4. The Student Path - Within the Center, both undergraduate, graduate, adult, and part-time students would obtain assistance, information, counseling and other support services. The primary focus of these services would be the development and pursuit of a career plan that links educational and paid work experiences designed with the help of Center staff. Economically disadvantaged students of all ages would be encouraged to contract for the gradual reduction of federal and state financial student aid subsidies through these arrangements over a more realistic period of 4 to 7 years part-time enrollment.

Code: C: Curriculum/program
L: Laboratory/facility/center for training/re-training
R: Research, testing, and information
S: "Student" Path


CENTER FOR EDUCATIONAL DEVELOPMENT AND SERVICES
Locus for Preservice, Inservice Education & training--- and Accessed by staff, students and community members seeking information, guidance, and educational opportunity.
L
R (Research)
Basis for curriculum is Continuing input and exchange with COMMUNITY EXPERTISE.. leading to
FUTURE PROJECTIONS:
Social, economic, manpower, research/demonstration. New techniques in counseling and education, tested through
COMMUNITY-EDUCATIONAL CONTRACTING
Problem identification and resolution; solution-offering, two-way community-institution contracting; future orientation, human and environmental ecology. Adult and continuing education Students access
INFORMATION
through media, print, non-print materials, tools and equipment.
S (Student Path)
CAREER EDUCATION AND PLANNING
Student aid, grant, loan correlated with evolving career plan. Permits earlier release of student from economic and personal dependence.
COUNSELING & EDUCATION
receives response to personal needs, goals and exceptionality
reaffirms educational plan and course of study
C
(CURRICULUM)
HUMAN RESOURCES
Ethnic heritage; skills in achieving parity of opportunity--- regardless of sex, age race or occupational choice; utilization of strengths and differences, emphasis on competency.
EXPERIENTIAL LEARNING
Work experience designed to relate to all academic and vocational areas; merger of work-study, co-operative and extension programs.
INTERNATIONAL EDUCATION
Language, groups, cultures governments...
Communication, internship, exchange

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STATEMENT OF DR. LOWE STANNARD (SANDY) MacLEAN, ASSOCIATE VICE PRESIDENT FOR STUDENT AFFAIRS, EASTERN MICHIGAN UNIVERSITY, ON BEHALF OF THE AMERICAN PERSONNEL AND GUIDANCE ASSOCIATION

Dr. MACLEAN. Mr. Chairman and members of the subcommittee, my name is Lowe S. MacLean. I am associate vice president for student affairs at Eastern Michigan University. I also serve as coordinator of governmental relations for the American College Personnel Association, a professional association of 8,000 college and university counselors, advisers, and administrators, working in areas such as admissions, financial aid, student activities, and career planning and placement.

The American College Personnel Association (ACPA) is a division of a larger professional organization, the American Personnel and Guidance Association (APGA). APGA has nearly 41,000 members in guidance, counseling, and college student personnel work. The membership performs guidance and counseling functions in elementary, secondary, and higher education settings; in community and rehabilitation agencies; and in government, business, and industry.

APGA has 13 national divisions and 53 State branches—the 50 States plus the District of Columbia, Puerto Rico, and a European branch.

Today I am representing both the American Personnel and Guidance Association and the American College Personnel Association.

Mr. Chairman, both associations support the efforts of Ms. Sandra Timmermann of American Association of Retired Persons to improve the lifelong learning programs. However, the American Personnel and Guidance Association suggests that these overall program concepts could be expanded and improved if three Federal programs, lifelong learning, education information centers, and teacher centers were consolidated into one program model called Centers for Educational Development Services.

There are two good reasons why this should be done. First, the goals of the three Federal programs could be stated briefly as: serving the disadvantaged, helping those without direction or employable skills, facilitating learning beyond age 18—and new students of the seventies and eighties that Mr. Ratchford spoke about—and throughout life, and helping professionals, for example, teachers and counselors, to upgrade their skills and knowledge in order to work more effectively in a pluralistic society.

These broad goals are compatible and mutually supportive, and they could be better achieved if the programs were combined.

Second, by consolidating these Federal programs, a cost savings can be achieved. In fact, funding could be reduced while the overall program would be expanded. The broader program could be achieved because the staff of the Center for Educational Development Services would be more diverse. Teachers, counselors, and various types of paraprofessionals would be employed, and by utilizing a team approach, a multidimensional program could be achieved.

Program suggestions for Centers for Educational Development Services include upgrading the skills of teachers in the use of media, technology, and multicultural studies; assisting adult education programs to expand their program offerings, services; organizing and mobilizing people to utilize more fully community learning resources; serve as a referral service for ongoing community agencies—particularly mental health agencies: provide counseling and direct assistance to the handicapped, including those with drug or alcohol problems; provide parent training and train peer counselors for school, college, and community agencies.

In addition, work could be done in remedial services. Basically, we are aiming for three things: provide for service, reduce administrative costs, thus, save money.

The type, size of staff, and staff training needed can be determined by the needs of the communities to be served, for example, rural, urban, or inner city.

I am attaching a more complete description of the combined proposal, developed by Dr. Nancy Pinson, a professional colleague of mine in the American Personnel and Guidance Association. This comes complete with rationale, documentation, and critical needs served by such a center. In the interest of time I have summarized above the principal concepts embodied in this paper.

Mr. Chairman, I appreciate this opportunity to present the American Personnel and Guidance Association's point of view on this matter. I stand ready to answer any questions you may have on this matter.

Mr. Ford. Thank you very much.

Mr. Kingston, on page 3 of your prepared statement, you say, "We know, for example, how rapidly the practice of adult learning is expanding; and we know pretty clearly who is pursuing it."

What do you know about it?

Mr. Kingston. Well, Mr. Chairman, I included a few of the statistics we have uncovered in my testimony.

The rate of adult participation is increasing quite extraordinarily. As I mentioned, it is growing twice as fast as the increase in the adult population itself. Adult education, continuing education activities were offered in more than 2,000 educational institutions during the past couple of years, and this is an increase of more than 100 percent when compared with a decade before. That is the kind of significant increase that we sense.

At the beginning of the year, we ran a survey, and the results were published in a small publication by the College Board's "Future Directions for Learning Society" project, it discovered 40 million Americans engaged in some kind of career transition who expressed a desire for instruction, training, education, broadly or narrowly, to help them in their career progress.

A Gallup poll recently found 60 million people who said they wanted to participate in adult learning. Those polls seldom are as accurate, when put to the test, as they seem when taken, as you know; but nonetheless, it is an indication of the kind of growth there is in interest.

Mr. Ford. Well, when we talked of this in 1965, we were considered kind of fuzzy headed and loony by many people in education, because we were coming into the peak period of demands on our education system from the postwar baby boom which finally peaked out at 1968 or 1969. And every resource we had was working double shift, overcrowded. We had a shortage of teachers.

We were still supporting programs to promote more and more teachers in the profession.

But since then we have seen a very big change in the country.

Several, if not all, of the elementary-secondary systems in my district, populated predominantly by auto and steel workers, are operating full-time adult programs. We are almost replicating the kind of adult education programs we had in Detroit during the thirties to accommodate our very rapidly growing immigrant population, which places a special demand on the system, particularly in linguistics.

If you look at what we have done with Federal dollars since 1966, we started out with a magnificent sum of $10 million, 1966 being the first fiscal year that we got the appropriation. That went along for 3 years, and we dropped down to $9,500,000 for the next 4 years. And then it jumped to $15 million, and then dropped to $14 million again.

It has been up and down, and the highest figure we have was in 1978 which is simply because it managed to be that way while everybody was confused between budgets. It sort of slipped through.

With this record, the Federal involvement financially is in no way representative of the tremendous growth in adult education that has taken place in this country, so somebody else is doing it with other kinds of resources; I suspect there is a great deal of local effort, institutional effort, when we are talking about higher education, and State effort that has somehow been generated by this population that is to be served. But that leaves the question, how do you tell the Appropriations Committee that the whole thing is operating well without it, so we need some more money?

Mr. KINGSTON. Mr. Chairman, that, I think, is the heart of the matter.

This committee was extraordinarily foresighted in the original legislation, but since that time a number of factors have led to this increase in adult education.

One, the average population is increasing. Two, there is a constantly rapid range of change which puts demands on people who need to know more. And, three, the equal opportunity legislation in general, which has affected teenagers, has led to a corresponding demand among older age groups. Finally, there is the practical pressure on educational institutions themselves, as a matter of self-interest, to be more concerned with adult students.

During that decade, a lot of those demands have been taken care of by the States operating through community colleges particularly. A lot of liberal arts colleges have, in order to develop new student clienteles, particularly in suburban regions, I think, looked out for adult women returning to the workforce.

Mr. FORD. Well, the most rapidly expanding phenomenon we have had in this decade has been the community and junior college system which last year had an average student age of 30 years and an average age for female students of 35, in spite of the fact that 50 percent of the people in the community and junior colleges were pursuing baccalaureate degrees. In other words they were using that school in the old-fashioned role, being a prep school for a 4-year college.

That is about the ratio that we have had between people pursuing a degree and not pursuing a degree in community and junior colleges for a good many years, while at the same time the age has gone up. So there are some interesting kinds of dynamics that keep showing up.

There is one other thing raised by Mr. Ratchford's bill which I hope we will have a chance to talk to him about.

Fifteen years on this committee has made me painfully sensitive to mistakes in semantics.

We would still have most of the good programs that we passed during the Johnson years on the books if we had not exposed ourselves to the negative reaction of the war on poverty and the fact that nobody in this country wanted to be identified as a client of that program, after we kept using that term.

Mr. Nixon's people had very little difficulty in dismantling that around our ears.

Mr. Phillips, as I recall, was a great hatchet man who came to town for that express purpose.

That has caused me to watch for buzz words and when you use the word "disadvantaged" the way it has been used in your statement, it suggests to me 50 people over at the Office of Education sitting around for the next 3 years deciding, after they determine how many angels can dance on the head of a pin, what a disadvantaged person will be, so they can screen out somebody from participation in the program.

That is the mentality that we deal with at the bureaucratic level all the time.

I have been playing with the statement here and the bill and if you take the word "disadvantaged" out every place it appears, it does not change the meaning of what we are saying at all. I think of my friends——

Mr. RATCHFORD. Will the gentleman yield? Take the word out.

Mr. FORD. Nobody wants to joint that kind of a program. Mr. Weiss.

Mr. WEISS. Thank you, Mr. Chairman.

Mr. Kingston, I am not sure if you are giving us a very, very soft sell, very effective, or whether you are really giving us a very strong caution.

I read, and reread your testimony, especially from page 10, and I get the impression that you are not really sure whether this program, (*a*) is needed and, (*b*) whether it is going to achieve what it is intended to achieve.

Mr. KINGSTON. Congressman Weiss, I am sorry if you should continue to have doubt in that area. The chairman has perhaps put his finger on this thing that has been worrying me as we go forward.

I believe we need to target any Federal support to education. This has always been true because in education the Federal Government does not take on the whole world of problems. And it has seemed to me that in the area of adult education, just as for the past two or three decades we have had in teenage and college education, because there are some recognizably disadvantaged groups in our population, it is appropriate for the Federal Government to target educational support for lifelong learning opportunities.

I have been worried about exactly what the chairman just indicated: The "disadvantaged" change—and already when we talk about lifelong learning, we have to recognize that the disadvantaged groups here are much broader than those we have customarily embraced by the term. So I wanted to say, and I will say it perhaps more bluntly at this moment, that we should define who we mean by disadvantaged. And that includes the aged specifically. It includes those who need to be retrained specifically. Second, when we talk about supporting programs through the States in educational institutions or in other institutions—and there are many other organizations and institutions that should be involved with adult education—we must not merely provide blanket funds for them to continue the kinds of programs that in the past have been offered and attracted only middle-class college educated white adults. We must make sure the money is directed for those specific groups of people who are not presently catered to by the educational community at large.

Mr. Weiss. Right, but the caution that you express throughout your statement [illegible] with a great deal of merit, is that the people who most need to be reached are the ones who are least likely to participate. And [illegible] accounted for by the absence, not of opportunity but an inclination.

Mr. Kingston. Yes.

Mr. Weiss. Then you go on to say that if we are truly to provide opportunities for lifelong learning to all of our citizens, what is needed is development of services with which adults can assess their genuine educational needs, development of programs designed to meet those needs specifically, and the coordination of various resources.

Now, is it your judgment on the basis of your involvement with the legislation that is before us, that that legislation does what you want it to do?

Mr. Kingston. As legislation I believe it does. It points toward it. But I am well aware of the need for a legislative record to back up the implementation of that.

The kind of thing I have in mind was mentioned by Mr. Hutton when he talked about a joint program the college board and UAW have in operation to see if we can replicate some form of the Swedish pattern of counseling to workers. The purpose is to recruit workers into a form of higher education appropriate to them. It may reach those who are not participating in continuing learning, even though, through the unions, some funds are available.

There are other examples of programs that have been successful. Wayne State is one institution. Adelphi in New York has been enormously successful by tailoring very specific kinds of programs and not merely offering undergraduate extension programs. A couple of weeks ago I was at the commencement at Hiram College in Ohio, which has a weekend college to draw in people from the nieghboring cities.

We need counseling added to that, evaluation and guidance. Unlike high school kids, workers over the age of 30 don't have access to guidance counseling; so we need to direct funding for counseling services which will make it possible for currently disadvantaged groups to be involved in higher education. We have the resources for teaching, but they are not necessarily employed in the most useful way.

Mr. Weiss. Thank you very much.

Mr. Ford. I would agree with everything that you said, but I am scared to death of the language in this bill.

If you look at the definition that was attempted by the draftsmen of this bill, you begin to see the opening lines of the problem; the term "disadvantaged persons" means adults who, because of circumstances of age, OK, what does that mean?

How many people would it take over there to figure out what the disadvantage of age is? Is there a presumption when you hit 62 you are disadvantaged, or 72?

Mr. KINGSTON. I would opt for 40, Mr. Chairman.

Mr. FORD. We had a Congress that just abolished mandatory retirement, so we are going backward. We just told everybody that age is irrelevant, unless it can be shown to have some direct effect on ability. As it relates to your physical stability and so on. Now we come back into the syndrome of the sixties which made us vulnerable to the people who attacked all of these programs.

These bureaucrats will go nuts over there figuring out what circumstances of age, sex, low icome mean. They will adopt an arbitrary standard like Molly Orshansky's formula which is less than half of what it cost to live in Detroit and New York, for example, and screen out all of our people. We are always way over the national figure.

The one that would really be fun is defining what the disadvantage of sex has been for somebody who didn't get an education. My own suspicion is that we have more living female high school graduates in this country than we have living male high school graduates, if you screen out those people in the population who have already achieved a college degree, because that has been the pattern.

You have asserted here that the more education you had before you get to this stage of adult education, the more likely you are to partake of it, so who is it that we are worried about here? Is this because males are not likely to participate that we are worried about sex, and what does sex have to do with the question of adult education?

Dr. MALONE. I would speak to it in terms of the biases relating to sex and age.

Mr. FORD. You might expect bias in the form that education took.

Dr. MALONE. That's right.

Mr. FORD. But has anybody ever been kept out of school because of sex?

Dr. MALONE. Yes.

Mr. FORD. Now living people?

Dr. MALONE. Yes.

Mr. FORD. Give me an example of that.

Dr. MALONE. I will do it with women, if it is OK with this committee.

In terms of getting into certain institutions, having access to serving educational programs by interviewing, being interviewed for entrance into certain educational programs, you may pass the entrance exam, because there are no ways of knowing whether you are a female or a male.

Mr. FORD. We are talking about the sex stereotyping that put girls in typing classes and boys in manual arts classes. We are not talking about access to whatever education was there at that time.

Dr. MALONE. We will take the counselors who counsel adults presently in school to certain female-type programs, women in certain female-type programs, and women out of engineering programs and counsel them deliberately into that, or the level of institutions that indicate that so many students will get into an engineering program or into an architecture program because of their backgrounds, and then they will just not include women.

Mr. **Ford.** All right, then, would this then be a signal to the Office of Education, that if they say you are going to have an engineering or architectural program for adult learners, that you have to give a priority to females because in the past you have discriminated against them? What is it we want to do when we talk about somebody being disadvantaged as an adult by their sex? One of the other disadvantages the adult male has is that females are going to live longer and they will get more back in the education that they put in. We know that to be a fact.

Dr. **Kerschner.** The definitional problem is a critical one. What we were trying to do, the drafters of the bill, is to point out to colleges, universities and State planning organizations that in fact we are not only talking about the economically disadvantaged. There are integral and invisible barriers that apply to age, sex, and national origin, not just income.

We didn't want them to in fact adopt the war on poverty mode; that is that the only people being kept out school who do not have money. That is not the case.

There are other factors that are being used either consciously or unconsciously by States or institutions to keep persons out of the schools. In some ways it parallels what will happen now that we have done away with mandatory retirement. There are many barriers set up by institutions to keep people from returning to work and to education.

Mr. **Ford.** You talk about lack of education or other significant barriers that have prevented people from obtaining equal education opportunities. If you try to tell a retired mill worker now after all this time that he cannot study American literature and that is not a useful purpose for adult education, you are going to have trouble.

I cannot see us getting into a position of trying to tie down adult education when they are doing so well now. We ought to be helping them do what they are already doing. Do we have any complaint with the form that adult education has been developing in and of itself in the last decade?

Aside from the fact it isn't developing fast enough in terms of size and the number of people being served, but is there evidence that we are neglecting somebody?

Mr. **Kingston.** Yes, Mr. Chairman. This is the point: that adult education is developing in an extraordinary way, but the more it develops, the more apparent it becomes that there are certain people who are not having a chance to enter adult education because the appropriate approach for them has not been defined. We perhaps should not be so concerned with the word "disadvantage" as with the word "opportunities."

It is particularly necessary for leadership—and the Federal Government here is the one who must assume the leadership role—in the development of special kinds of resources which can be open to those who have not before had various kinds of professional training.

We shall discover, for example, that poor women, by the time they reach middle age are qualified for very, very few ways of earning a living. For them opportunities need to be fashioned. It is no good saying there is a community college and it is giving so many courses. What we need are opportunities specifically geared to their needs and the development of opportunities in coordination with apparent needs of particular kinds of individuals.

Mr. **Weiss**. Mr. Kingston, again going back to the dialog that you and I had; and perhaps even granting now that everyone agrees that the term disadvantaged person ought not to be in this legislation, I assume that that really means that the entire definition of disadvantaged person which appears on page 18 of the bill ought to be taken out. I would assume that that also means that the intent of that paragraph perhaps also ought to be taken out. The program ought not to be specifically geared to whether you use the term "disadvantaged persons" or not, adults who because of circumstances of age, et cetera, et cetera, have been prevented from obtaining equal education opportunities.

To get back to your earlier remarks that appears in your statement, you say the problem is not one of opportunity but of inclination.

Now, if in fact that is the case, then isn't what we really should be aiming at is the development of mechanisms to provide the incentive inclination, the encouragement for people to take advantage of opportunities which (*a*) are there, and (*b*) which we would be expanding if there were additional Federal involvement in the program?

Dr. **Malone**. Yes.

Dr. **Kerschner**. Precisely.

Mr. **Weiss**. What the chairman is saying to you is the language, the semantics that are used here and perhaps the definition gets in the way of what you are really trying to achieve.

Dr. **Kerschner**. I think the exciting part of this legislation is that for the first time, it coordinates the efforts of State institutions, the Federal Government, private and public organizations and encourages them to do something about the things you are talking about. Learning opportunities for adults takes place in pockets. There is no clear picture of what is going on. What this bill allows us all to do is to develop nationwide a network of information and innovative programs that reach out to the kinds of people you are talking about.

Mr. **Ford**. Let me call your attention to one of the statistics in Mr. Kingston's statement on page 6:

> Of those respondents surveyed who reported participation in some form of organized learning in the previous 12 months, 83 percent attributed it to some specific cause—not just habit or idle curiosity. Of these, 56 percent cited a specific job or career-related factor as the reason for their return to education: To obtain a job or enter a career field; to keep or improve performance in a current job, or avoid obsolescence in a career, or advance in a job or a career.

What is that telling us? Is that telling us something about what motivates people to participate in education after they have passed the traditional so-called formal learning years? Don't people in fact continue to seek education for basically the same reasons when they are older as they did when they were younger?

Dr. **Malone**. For those people who are interviewed and go, actually go into programs in institutions go there because of that reason, and a great deal of people who go to self-help groups and get a lot of education. The institutions cannot respond fast enough or sufficiently well to help meet those needs, and many of the people who are inclined not to go into postsecondary programs will go into their union program, if it is being sponsored by someone, not because the institution of higher education is sponsoring it.

What happens basically, you have got 50 percent of those in adult education. Not even in educational programs in institutions, because they are going to other self-help groups which we have no way of monitoring.

We are not tapping all of the resources because we do not have programs that do some of the things of coordinating.

You have no way of monitoring those kinds of programs with adult learning educational formation.

Only those that are——

Mr. **Ford**. What is being said here is that perhaps 20 percent of the people now participating in adult education, as this survey would indicate, are there for purely esthetic reasons, something other than a specific career goal? Is it safe to assume that more than 20 percent of the kids in college today who are there for merely esthetic reasons or in barber school or mechanics school or any other kind of training beyond high school level below the age of 30? I don't see that this pattern is very much different than the pattern of everybody who is in education.

I hope that we do not consider the idea of lifelong learning as being something that comes in clearly identifiable segments. In our anxiety, we should not say that there are not enough people over 65 in this thing, and turn it into something that gets identified by being targeted for the wrong reasons.

It should be like a lifelong fountain of freshwater that is available when you are ready to drink from it, and we want to make sure everybody gets to the fountain when they are ready to drink.

Mr. **Kingston**. That is absolutely right, but what we have to do is make sure that there are enough spouts coming out of the fountain at every level, so that even those who never tasted that water before have a chance to get to it.

I was in college education too long to speculate on why the students are really there. But those adult figures we assume are reliable, and they do not include people who had little thought of self-advancement because they were stuck on the bottom level, or had already retired, or knew that they would get no more promotion before retirement.

Those included are white middle class, reasonably well-educated people, and they have a reason for being educated. I am suggesting that those who don't have a reason for being educated might find a reason if there were programs appropriate to them in institutions available to them.

Mr. **Ford**. I would ask you if you think that people who reach retirement age without ever having read a novel from beginning to end are likely to read an awfully lot of novels after they retire?

Dr. **Kerschner**. Do people change their habits after they become elderly? Well, yes.

Mr. **Ford**. After they pass 40?

Dr. **Kerschner**. Absolutely, if the opportunity is there and they see a reason for it. One of the issues that concerns me is that when surveys like this are conducted, and people are asked why they are going back to school, they often give reasons such as I enjoy it. However, there are many groups in need that don't see the purpose or end result of continuing education opportunities.

Things as tangential as the divorce rate now create a need for people to go back to work. These people are going back for career advancement or money but they might not have responded that way in a survey.

Older people can learn and do change their habits with age. Learning is a continuous fountain or stream. I want to be sure that all groups can take from that spout along the way. Learning is a lifelong process. There is little need to set apart programs, specifically for the aged or for youth. Education should be continuous.

Mr. **Hutton**. Let me give you a couple of examples of the problems we have had in labor education in the last 10 or so years.

In 1967, in the Detroit area, we did our own survey on what kind of education programs workers who want are participating in noncredit adult education programs. And overwhelmingly, they said, about 78 percent of those that we interviewed, they wanted to move into credit programs. They had no fault with the noncredit-type of programs that they were getting, but they felt that they wanted to move into programs that were more academic and for which they could get academic credit.

We thought at that time our best place to go to was a college at Wayne that you are familiar with, Montieth. And we tried Montieth, and we tried to convince Montieth to be a little bit less academic, and we were unsuccessful in getting that to happen.

As a result of Montieth's lack of sensitivity to the difference between workers and college students, the weekend college was organized where they did develop programs that were more in line with what workers and worker representatives wanted to study, at their pace and place, and things of this sort.

And as a result, in our best year, you will recall we had about 2,000 labor union members and many of them officials, enrolled in that program.

It is not that high this year, because we don't have as many veterans in the program as we had the year before last, but because of the great need to change an academic program to meet a particular need, we are able to have a very successful program there.

Let's discuss women and minorities leadership training programs. I personally, in the last 2 years, have made the rounds to five of the six universities in Michigan, the officials, the administrators of them, asking them for additional budgets to do special minority and women training programs. It wasn't forthcoming.

I don't condemn them, just the State appropriations to those universities wasn't adequate. I couldn't convince them to cut up the pie a little differently within the universities, so that these programs could have more funds to operate.

When they didn't have the funds they couldn't hire some specialists to do this job. We went to the State legislature and we asked for a legislative grant, and they gave us a $200,000 budget. Title I within the State gave us a grant to pool the coordination of the six universities involved, and the labor unions into a program.

Well, we expect through doing special programs based upon special needs, that we will have in the first year of operation, and we hope it continues further, but in the first year of operation, we expect to have something like 3,000 participants, women and minorities, in workshops in this program.

Now, when the universities and most labor unions, I mean, our union, as you know, is fortunate in this respect, as is the Steelworkers Union fortunate in this respect, we have money set aside for educational purposes. And while it isn't everything that we need or want, it is a start, so we have to rely upon it and rely upon our State universities, tax-supported institutions, for the kinds of programs we need.

We think we will be about 3,000 participants this year in this program meeting this special need, and we would not have the opportunity to do that, unless we had the help of the State.

Mr. FORD. Now, you are giving us a clue about a direction that might be followed. If you look at what we do with elementary money, you will see that we do not try to identify a poor or disadvantaged child in advance of giving the school money to educate that child.

We don't put a stamp on their hand like they do with the school lunch program, to get them into a remedial reading program.

If that child is attending a school with a high percentage of low-income children there is a high probability of the need for special help. We ask the educators to determine what the best use of the resources would be.

When you describe to me what you are talking about here, you don't have any screening process that puts people into some category. You have responded to an obvious constituency that is there. It might be a lot easier to deal with that constituency than trying to tailor a program that is too specifically targeted.

Mr. HUTTON. We have some white males enrolled in this program.

Mr. FORD. The program you describe, which my son has been participating in while working at Chrysler, has changed somewhat from when you started it originally.

The recent recession changed the kind of person that was going. The demand for degree credit courses in that program went way up when the young fellow in the shop said, "Holy smokes, I'm 30 years old and got two or three kids to support, and my job isn't worth a damn because every time the Arabs raise the price of oil, they shut down the plant and I lose work. I have got to do something else with my life."

We had a tremendous number of young people charging back to try to get what they missed for whatever reasons, service, the wrong time or inadequate resources or whatever. So they are a much more pragmatic bunch in this program than the ones who floated in at the beginning who were wondering: "Would it be kind of nice to go to college on the weekend?"

That clientele is really determining what the programs are at Wayne State by what they opt for. Wayne isn't out there advertising come on and get this sexy program, such and such.

I watched a program at Wayne County Community College, and as they get ready to start a new semester, it is a very interesting process.

They put all the optional courses up on a board with a short description and, as people start signing up for them, they decide who is going to get hired to teach those courses for the ensuing semester on the basis of the people who opt for particular courses. So you have people kind of shopping from a list up there, and the programs that don't have enough interest to generate enough students to justify paying for a teacher are not taught that semester. They may come back at another time.

So you actually have the consumer in Detroit going over to a former high school because it is a junior college; and if there is something that interests enough of them, it is taught.

That is a pretty sensitive kind of response to the consumer population, it seems to me. It indicates to me that these people out there, if we give them the resources, are capable of doing some amazing things. Or maybe it is just because our area is so far advanced.

While I like to say that at home, the truth of the matter is, we are at least a decade and closer to two decades behind the rest of the advanced or developed States in this country in the community and junior college movement. This is especially true in Wayne County, which encompasses our largest city, where for years the provincial jealousy between the suburbs and the city kept anybody from having a community college. They would rather not have one than have it in the other section.

The pettiness of our people stood in the way for at least a decade and a half while everybody else was into the movement. But we are coming into it very rapidly.

Other places are way ahead of us, like California, for example.

I am going to call on minority counsel now to ask some questions. Jenny Vance.

Ms. VANCE. What age person are we talking about when we talk about the lifelong learner? I know in the 1976 Education Amendments when lifelong learning was first considered by the Congress, you often heard the phrase "from the womb to the tomb learning." It seems now that lifelong learning refers more to the needs of the traditional adult learner.

Are we defining the lifelong learner to persons 18 and over, or 22 years and over?

Dr. KERSCHNER. I will respond to it.

To use Mr. Ford's definition of lifetime learning, I think you can assume learning goes on from "womb to tomb," but we are concerned that a system be set in place for those who are over 18 and on into their later years because the other education system that focuses on youth and is already in place and has a tradition.

There has not been a tradition of educating the middle and older adult.

Age definitions are difficult. AARP uses 55. Others use 60. Labor uses 40. I am sure we can find somebody that uses 36.

We are talking about the middle age and older adult for this purpose, but you could go by any of these definitions.

Mr. HUTTON. The middle age or over, I believe, in the labor movement the participation for those people who want to become a shop steward or want to become a local officer, and who need to learn how to be a local officer other than to go through the school of hard knocks are younger than that.

I think, by and large, the people from the labor movement participating in the hundred or so college and univerisity programs are younger than middle age, the majority of them.

I know that most of them are under 40. I know that.

Ms. VANCE. Mr. Kingston, in your testimony you mentioned that there were over 270 programs and 29 different agencies in the Federal Government that were already supporting lifelong learning activities.

Why in title I would we need to create more opportunities for lifelong learning as opposed to perhaps coordinating those that already exist through a program like the education information centers?

Mr. KINGSTON. That is exactly the kind of question I was trying to raise; and I hoped to turn it into a straw man. I think whenever the Congress has recognized a need which can be addressed by special opportunities for educational training for the citizenry, then that need has been addressed by an agency with what I call a subject-oriented substantive program. One such agency I'm personally familiar with is the Humanities Endowment which was mostly concerned with adult continuing education. Those are the kinds of programs I referred to at that point.

But it seems to me that in the higher education legislation we need to show overall Federal leadership in making available the opportunities for what Mr. Ford describes as that fountain to flow, to become a river. We need, as a nation, to encourage programs to complement the many programs developed by private industry for the training of its employees, or for their interest and participation.

I learned the other day that A.T. & T. has a budget for education which is a little more than three times as large as the budget of MIT, so that suggests that there are a lot of special interest programs in private corporations. Again, this legislation needs to be sharpened, focused to insure the opportunity in various areas for all of the different populations without respect to subject matters or present employment.

Dr. KERSCHNER. This is one of the objectives of this legislation. The money retained by the Federal Government can be used and pulled together with some of the funds from CETA, the Administration on Aging and where other training and education programs are going on. Quality of these programs is uneven across the agencies. We are hoping that the passage of this act will be able to pull that picture together.

Ms. VANCE. In your testimony you mentioned you had considered the education information centers, but it didn't seem appropriate at the time. Why isn't it?

Dr. KERSCHNER. We were trying to develop a piece of legislation that would rally around, as I said, the majority of the groups interested in lifelong learning and that would be clear enough and simple enough to get passed and enacted.

Other items can be added in discussions that are continued after this hearing.

We agree that the education information centers need to be added, but we were trying to keep a clear, simple piece of legislation that would allow for further elaboration and further discussion.

Mr. **Ford**. Would you yield to me? I take it, that you do realize you followed Mr. MacLean's suggestion. We have some pretty heavy letters around this time, and it is like waving a red flag in front of them when you talk about merging the teachers centers with something else.

Dr. **Kerschner**. I was responding to the educational opportunities information centers, not the merging of the three commissions.

Mr. **Ford**. I think he probably knows what I am saying.

Mr. **McLean**. As I listen to my colleagues at the table and the discussion from the committee members, I hear several things. I hear that adult education is growing rapidly but who is taking advantage of it, already educated people. Then my colleague from the UAW, which has a very strong educational program, and whose workers are sending their sons and daughters to my institution and others say that his union workers want credit courses from colleges and universities. But I hear that other people at other levels of educational development do not participate in adult education as Malone stated. That is why I believe that there is a better way to deliver these services for all developmental levels; that is why we are proposing a center for educational services that utilizes a team approach of teachers, counsellors, and other select paraprofessionals in order to help people at all levels. People at lower educational development levels need guidance and counselling, some assistance, a little bit more help, attention, and a caring attitude in order for them to move into the educational learning system.

Our proposal has merit, particularly dealing with this problem.

Mr. **Ford**. Mr. Ratchford has got that spelled out in section 103, subsection (1), under grants: Expanding and improving postsecondary continuing education programs and educational information and counseling services to help adults develop their potential, improve the well-being of their families and communities, and increase their ability to participate in civic, economic, and cultural activities.

You are now getting to a focus where you would spend a small amount of money like we are talking about here. We ought to be concentrated with it. It seems the colleges are catching on to how to respond to the nontraditional student with traditional educational offering by changing hours and doing all sorts of things.

They are starting to respond to that, but nobody is encouraging someone who has had a good ear for music, who "plays by ear," and who followed some other profession in their life, to go back and take a course in music appreciation.

That is kind of frivolous for most people living in the United States in a retirement age. They come from an age where you didn't waste effort. They need some encouragement to believe that education can serve a purpose for the balance of their life in enriching their life and their ability to participate, whether it is learning how to operate with Roberts Rules.

I have had a suspicion that one of the reasons that so many people who are reasonably active in their local union get up in local politics is that he is the only guy on the block who knows Roberts Rules.

There are people who actually are not going to come forward and look for this kind of personal enriching experience in education because it is contrary to everything that our culture has dealt with in the recent past. Maybe that is how to reach out to these people outside of the traditional offering for education. We can count on the fact that these other hundred and some programs will pick up the people who have got enough education, and start looking for the people who but for the program are not going to opt to come forward.

Dr. MALONE. I agree with your point of view about the student not coming in and not taking the frivolous course but in some of our studies about why adults participate, they find the first entrance into a possible secondary education program would be in those courses where they already have the knowledge of something, and they feel moderately successful in enrolling in that course, and just getting in the door making themselves feel good, getting a good grade out of that course will encourage them to come in for what they really came in for; but that first course is one that is seen as an easy course to help them feel good about getting a good grade, a good position in there, so it is usually a frivolous course.

And we view it as a way to get them into the community college or to the junior college for more substantial courses if you want to call those more substantial courses.

Dr. KERSCHNER. May I also comment on the way this piece of legislation has been put together. The special purpose grants that can go to institutions, unions, businesses, and other groups are to be used specifically for the kind of purposes that you are raising. We hope they can address the dilemma of how we get to the hidden, to the shy, to the threatened individual who is not used to taking a course in a university, in a senior center or a library, or how we do some creative programing to get those people to those places.

I agree with my colleague from Michigan that we need special counseling activities. This piece of legislation will enable us to get rid of the chaos and develop a system, whereby special services can take place.

Within this system, there is a wide option open for the Government to try out some things to get to the kind of people that you are referring to.

Mr. FORD. Go ahead.

Ms. VANCE. A couple of weeks ago this subcommittee heard from witnesses who were addressing information dissemination questions, and some of the State people felt that there was some competition at the State level between program administrators who were administering different Federal programs, and that it was impossible to coordinate information about those various education programs or occupational programs because there were State people operating Federal programs. If you leave coordination as an option, to the State, it seems that you could have a lot of infighting among the State people as to who is actually going to have the last word on the coordination of education information.

Do you have any reaction to that?

Dr. KERSCHNER. I am not sure I followed all of that question. Let me attempt it, although persons at the State level would be better able to respond. In drafting the legislation we were concerned about seeing to it that States have the obligation to prepare a plan, and in the process, to touch base and coordinate the various program elements throughout the State. We even required that any grants that the Secretary awards would be reviewed and commented on by the State to assure that they are in agreement with the State plan.

We are strengthening the hands of the State to say we want a coordinated plan. Yes, you can use the money creatively, but it has to have some logic to it. The fact is that this bill creates a more logical system than there is now.

Mr. HUTTON. Let me elaborate a little further on the value of educational counseling.

I really believe that if we are going to get our message across on what is available in the educational community, that somehow or other we have to relate it to the place of work, to the place of work regardless of that.

When you look at the time demands, the time demands on adult workers, their family, their garden, traffic conditions, when you start looking at all of the demands on their free time when they are not on the job, you know they are not going to drive across from where Congressman Ford lives to where I live to find information on going to a class.

But they will talk and they will listen and they will develop an understanding if we relate it somehow or other to the place where they work. They are spending usually 8 hours there. We do have our greatest opportunity there.

Dr. MALONE. In support of what he just said, I returned from Belgium and interviewing people working for the State agency there. I asked them how do you continue your education, do you go to school, seminars, workshops?

Overwhelmingly, the individuals told me they spent most of their time increasing their skills in their profession by attending the luncheons at the U.S. Chamber of Commerce where they had speakers there and their trade journals.

They did not attend seminars and workshops because most of their State budgets overseas did not include money to attend these things and their own personal funds would not allow them to attend workshops and conferences. These were professional people with educational degrees. They were not participating in postsecondary programs in those institutions which are there, but they were doing it by having seminars and workshops with people coming to give talks and lectures at luncheons or through trade journals.

I don't know what that means to us, but here are a group of people who would have more access but the access is not there. Even if it is there, they are not choosing that.

So I am adding to that point that where they are working is where they will find most of their resources. I would like to support the idea of looking at it in the marketplace where people work.

Mr. FORD. I feel we should warn the Belgiums about letting their employees go to that many chamber luncheons. I spoke at one yesterday.

Ms. VANCE. Dr. Malone, you have been representing the adult sector probably more specifically than the others. How would you describe the difference between adult education and lifelong learning for adults?

Dr. MALONE. Well, basically now I am speaking for me, Violet Malone, as an adult educator. I will move from that point of being the association. I guess I see this as a matter of semantics. In the adult education the age is 16 and above and here we say 18.

I have no quarrel with that. I am looking at what people do past the stage of compulsory education, what happens to adults past that level, and whatever age they go up to.

So I am looking at it from that point of view. I have no quarrel whether you call it adult education or lifelong learning. I tend to support the Lifelong Learning Act much more than adult education because it narrows it down too much. Lifelong learning broadens it better.

But our association has by corporate knowledge its title that way so we support it in that sense of the word.

Ms. VANCE. Could the adult education component be actually served by the lifelong learning?

Dr. MALONE. I see ourselves as an umbrella group. If you didn't look at our name, Adult Education Association, and looked at us as a group of individuals together focusing on lifelong learning, because of all the different sections we have, we speak to almost every section that has been involved in the testimony here.

I see us as an umbrella group dealing with all aspects of continuing lifelong learning. It is just that our corporate name is Adult Education Association.

Ms. VANCE. Actually, I meant the question in reverse—would you see adult education under the lifelong learning umbrella?

Dr. MALONE. Yes; not the association but the—yes.

Mr. FORD. Just going back and trying to refresh my memory, we had a big argument in the sixties between Mr. Griffin, Mr. Ford, and Mr. O'Hara of Michigan over whether the word "basic" was going to be in the adult education bill.

It was Mr. Griffin's opinion that we should not be wasting time using basic education, that it should be basic to the needs of a person who functioned as a literate citizen and did not have any problem about it.

We got around that by saying we would get rid of the word, but they said this education should be at least at the level of completion of secondary school and make available the means to secure training that would enable the student to become more employable, productive—and now you should have a roll of the drums—and responsible citizens.

I remember Bob Griffin was saying he didn't want them studying leathercraft and nonsense of that kind. Presumably, that would include music appreciation and flower arranging.

My view of lifelong learning is that it has no such limitations. Also, the Adult Education Act specifies that you are not supposed to educate anybody in a program above the high school level. It doesn't make very much sense, but I am sure there was a reason to put that in at the time we did it.

I think part of it was that we were not conceptualizing the adult education legislation except as something operating in the regular public school system at the elementary and secondary level. They are very much different.

The focus is very restricted in adult education. It comes from an entirely different approach to what we are trying to do than Senator Mondale was pitching at us when he came on with lifelong learning.

Dr. KERSCHNER. To show you that it crosses parties, the current Governor of California also took that position. When Proposition 13 became a reality and educational programs were cut back, the Governor said all they were eliminating were leather works and doing fun things; however, it was pointed out to him that education is a broader activity today and he backed off that.

I think what you are raising is very important. We are talking about education taking place in places other than institutions. We are talking about training and education almost being synonymous. We are talking about a variety of opportunities for people. I think things have changed since those years with Mr. Griffin.

Mr. FORD. Mr. Ratchford?

Mr. RATCHFORD. I find tremendous interest anywhere I go in this whole area, but I don't find a clear focus. I found interest as the former Commission on Aging from the State of Connecticut, in a very nontraditional sense.

I found some community colleges giving courses in the nursing homes, in the senior centers, with an overwhelming response. I found State colleges offering courses tuition-free for those over the age of 60 who wished to return to school.

I found workers interested in taking classes, provided those classes are convenient and provided they are meaningful to the individual.

I found a woman who has raised a family interested in going back and getting a degree.

I found a husband changing careers interested in taking courses.

But what I don't find at the Federal level is any clear-cut focus. So as a consequence, the Federal approach to lifelong learning is piecemeal, shotgun, hit or miss, and startup.

The concept of a "pilot program" to me simply is a misnomer because what "pilot" refers to is a lack of commitment. Anytime there is a lack of commitment, we call a program a "pilot program" because we will offer one chance for a class to be offered at a nursing home and one chance for a class to be offered in a factory and one chance for a class to be offered for someone going through a career change and one chance for someone going back to school after raising a family. The intent here is to put a focus on it.

Second, I think the country has missed the boat. We talk about Proposition 13. We see educational budgets voted down. One of the reasons all this occurs is that people don't feel that they are part of the system. The very people we are trying to provide opportunities to and for are those who are voting down education budgets.

It is not only K through 12. It is a concern at the State and Federal level that college educations are not available to the average taxpayers, giving them no reason to support the higher education programs with their tax dollars and therefore why should they support them.

But if through this type of focus we make college available to those persons over the age of 60, or the factory worker at his place of employment, or the person seeking a new career or changing a career, or the individual returning after 20 years away, we are broadening the base of potential tax support for those who otherwise feel shut out of the system.

I sense this when I go into a classroom in a technical school, a community college, a State college. But I wonder if it is really being felt at the so-called traditional college level, the administrators of the traditional, especially private, colleges. Do they see what is happening in the change of complexion at the college level today?

Do you sense that from your perspective?

Mr. **Kingston**. I would like to respond to that.

I think increasingly it is being perceived. You are absolutely right that there has been an unhappy tendency to think of education as something that happens only there, at those colleges. Maybe that is why adult education was always narrowly defined in relation to schools. But there are other people, increasingly, other institutions—public television, museums, libraries, centers for senior citizens, unions—all kinds of organizations are developing educational programs which would not have been recognized by schools and colleges in the past.

Slowly over the years there has been a kind of crossing over. Perhaps for even economic reasons, faculty members discovered moonlighting and began to perform their professional functions in other areas—to the enhancement of the other areas and the teacher's professional functions.

Now more recently, as those programs in what had not been called educational institutions have grown, we also find that, because colleges are becoming increasingly pressed for students, they are looking for opportunities to make more alliances and to develop a kind of program that works in other institutions. None of our institutions and none of our people live in isolation, one from another. We are part of a lifelong process and part of a continuing community. That is what education has to exploit nowadays.

Mr. **Ratchford**. So you see a response at more than the technical or community college or the land grant level. You see it across the board?

Mr. **Kingston**. Very much so. Brand new community organizations are springing up simply for the purpose of community education and discussions.

Mr. **Ratchford**. Would others care to comment?

Dr. **Kerschner**. I would like to comment on the importance of your pointing out the pilot program phenomena. People say, "look what is going on" in Detroit or in Sacramento.

But that is not the case throughout the Nation. There are a lot of programs that start up and look good. But they never get refunded. I am hoping to get a system in place where you don't have to rely on the vagaries of the political process or the economy in order to develop and administer valuable programs.

Dr. **Malone**. I support his concept also. The rise of the learning centers, the brokering process, and the learning exchanges, are examples of some of the ways in which groups are moving together to provide that kind of educational opportunity for people.

This is a very small process at present, but I think we are moving toward that. But I do think that you are right that the focus is not there as much as it should be.

Mr. **Ratchford**. Mr. Hutton, don't you think this type of approach makes the factory worker feel that higher education is something available to him, not just his sons or daughters, as important as that may be?

Mr. HUTTON. Yes, very much so. The problem we have here is more than communication. It is one of their peers in a factory, one of their peers who has had special orientation that can discuss at the place of work what is available to them in the community.

Now it is more than putting up a poster on the plant information board or a poster in the union hall. It is much more than that. There has to be some kind of discussion that goes on about specific things that they may be interested in. There ought to be a person designated by the shop union and personnel management to encourage discussion on the availability of adult education programs.

I think when this happens, then we will begin to realize, you see they are not in the mainstream as we have been talking about. They are trying to get their children into the mainstream, but they personally may not be in the mainstream.

I think the way to get them into the mainstream is to begin to develop this kind of awareness of what it is that is available that they would be interested in. I think this is the key to it. This is all lacking. I find this lacking in most communities where we have this.

The other thing is that we have to think about that most unions are establishing retiree chapters. This is a part of the local union. These are seniors and they have helped build the local union and they want to keep them a part of them, even though they are retired, so they are doing special things for them.

We have to begin to make an effort to take this message of adult education and what is available to these chapter meetings. There is always a place on the agenda.

For example, in our union, we have nearly 400 chapters. These are not local unions. These are chapters of local unions. They elect their own officers. They have their own standing committees and financial resources and they do a real job.

But we have to start involving them into this communication or information system of what is available in adult education. If we do that, if we start carrying this message to where they work and into these special chapters and organizations, I think we will see one hell of a difference in the kind of participation we have in adult education.

Mr. RATCHFORD. Your union, by the way, is involved in the community colleges and State colleges in Connecticut in a partnership to offer preretirement education which is another whole area that could be developed under this program.

Mr. HUTTON. We have had very successful programs in Connecticut.

Mr. RATCHFORD. But the sad thing is you could put on a chart all the successes and you would still not see follow through. They have had individual successes here or there, but the lack of continuity is painfully evident.

I think one of the reasons for that is that there is not a clear enough legislative focus on what we talk about when we talk about lifelong learning opportunities. I agree with you, it is much more than adult education.

There is a real role for adult education, but when we get back to definitions we tend to be looking at something more in a high school vein than we do in a lifetime vein. That is why I think the new focus is necessary.

A second related question, do you think the more traditional Members of Congress or those who carry an education that at the White House, regardless of the administration, are aware of what is going on out there as far as the change in the type of student? Do you think they are?

Mr. HUTTON. I have been touting this kind of a program and philosophy, as I have said, for more than a decade now. I find it extremely difficult to get across. The changes have come about so slow that it is extremely discouraging. But every now and then you see some light and you feel that the effort is worthwhile.

The experience that I described between Montieth and the weekend college is an example. That took several years to do that. I don't blame anybody. I know it is the system in universities. I understand how it comes about.

But the answer is, "No," they don't understand.

Mr. RATCHFORD. We will just have to take some of them to see some of your programs.

Mr. FORD. Why should this be any different than anything else?

Mr. RATCHFORD. I was just trying to give you an opportunity.

Mr. FORD. That sounded like somebody who was disappointed and waiting for them to make up their mind down there. The indication was that they know what is going on. We will put it on the public record again today. We are still waiting anxiously to hear about what the administration wants to do with education. They are setting a new record in nonparticipation in making policy.

Dr. KERSCHNER. If I could add one thing to that, the whole question of coming up with legislation or coming up with programs because of the graying of America is that they don't see it. The figures HEW and the White House are turning out about the graying of America, whether in health care or employment or anything else, on the other end there are programs and policies coming out that don't apply to that.

This legislation offers an opportunity to take the graying of America into account in education and say that we are recognizing what is going on out there and that we want to do something about it.

Mr. RATCHFORD Thank you, Mr. Chairman.

Mr. FORD. Mr. Murphy?

Mr. MURPHY. Yes, Mr. Chairman.

I just want to ask if perhaps Mr. Ratchford could join in this answer as well as the participants.

The $50,000 to each State as allocated in your proposed legislation or the proposed $5 million in the 1979 budget would certainly not go very far.

Is that what you are just talking about, scattering it among the States to see what the States can come up with, "pilot programs"? Where do we get any meaningful funds to really conduct a program of this nature?

Mr. RATCHFORD. I think the intent there is to see to it that at, least annually something occurred. In reviewing the process for title I, it has appeared that each year there has been uncertainty as to whether anything was going to occur at all. With the information developed by Chairman Ford, I looked at the pattern of Presidents, regardless of party, over recent years to see what their commitment has been to title I.

In recent years, regardless of who occupied the White House, the commitment has not existed. The intent here was at least to get something on record to show that annually there was a commitment out of which much of this could grow, and, second, to use that for planning and development so that there was a true program which now does not exist.

In addition to the $50,000, there is authorization in there for discretionary funds and for grants to institutions. But it is just to try and get on the record a commitment in the 50 States in this area.

Mr. MURPHY. Now to the panelists, you are apparently engaged or quite aware of adult education programs now in the various States.

What is your hope for converting these meager sums into a lifelong education-type program? What success would we have with the States? Have any States evidenced an interest in expanding adult education or lifelong education and putting any of their financial commitment on it?

Mr. HUTTON. As I indicated to the Congressman, the legislature in the State of Michigan has indicated that to us in the past.

Mr. KINGSTON. One of the questions that his legislation may address is the ways in which States dispose of their funds. In fact, States put considerable amounts of funding into adult education. But it primarily goes through the State institutions, State colleges, community colleges, for formal kinds of programing, and therefore does not address this concept of opportunity for lifelong learning to all in the sense of Congressman Ford's fountain ever flowing.

Dr. MALONE. The concept of the comprehensive plan which is what I hear in this program is something that I think is one. We are addressing the issue of $50,000 where States could use that money to bring together groups to deal with that issue because most of these groups already are using their funds to do adult and continuing education programs across the board.

An advisory committee or a State planning committee, in having a State plan, involving all these individuals, would help bring together the various resources that are being used already.

So it is not a matter of using funds to implement programs, but using funds, I believe, if I understand the bill, using the funds to coordinate the efforts that people are already expanding in terms of doing things in the programs, not adding new programs necessarily.

Mr. MURPHY. Fine. I appreciate your answer.

Thank you, Mr. Chairman.

Mr. FORD. Thank you very much. You have been an interesting panel.

I would like to observe that we have had a capacity group here this morning for a discussion of a $10 million program. We disposed of billions of dollars last week with five people in here. That will give you some idea of relative interest to dollar ratio that is generated by this subject.

It is apparent that there is a great deal more interest in town than the Appropriations Committee would indicate, not only in budget but maybe more heavy-handed lobbying with our friends on both sides.

I think it is possible we might get this back to a reasonable amount of money. I agree with what Mr. Murphy said when he observed that it is a false and hollow promise if the State decided to talk about $50,000. That is not going to do very much.

Mr. **Murphy**. But that was a good explanation Dr. Malone gave us. We do have a wide program in Pennsylvania of adult education, but it only goes to the high school level and attempts to prepare them to take the high school equivalency exam or something. And what do they do with it?

Mr. **Ford**. The committee will stand in recess until Tuesday.

[Whereupon, at 11:55 a.m. the subcommittee recessed, to reconvene on Tuesday, June 26, 1979 at 9:30 a.m.]

[Material submitted for inclusion in the record follows:]

143 BOSTWICK N.E. • GRAND RAPIDS, MICHIGAN 49503

Grand Rapids
JUNIOR COLLEGE

May 29, 1979

The Honorable William D. Ford
2368 Rayburn H.O.B.
Washington, D.C. 20515

Dear Mr. Ford:

I am writing to you as a follow-up to a conversation I had with Mr. Tom Wolanin, Staff Director of the Subcommittee on Postsecondary Education. Through an administrative assistant to John Brademas, I was referred to Mr. Wolanin to support the continuation of Title I, Part A of the Higher Education Act (Community Service and Continuing Education). Mr. Wolanin was very helpful in providing information as to the status of the legislation and its reauthorization process.

As one who has worked closely with the objectives and accomplishments of Title I-A, HEA in Michigan at the community, grassroots level, I wish to submit the following observations for consideration in drafting the reauthorization language of the legislation:

(1) The program has been most effective as a state-based program with the Title I coordinator of the Michigan Department of Education working closely with colleges in the state to determine community-societal needs.

(2) The program emphasis on mobilizing resources in colleges and in communities to focus on the development of demonstration educational approaches to community-societal problem solving has been most effective in Michigan.

(3) The objective of the Michigan Title I, HEA annual plan is to provide an effective framework within which community service, continuing education, and resource sharing can contribute to the solution of community problems and expand continuing education opportunities. This plan has provided an effective approach to integrate community service, continuing education, and resource sharing in achieving specific project objectives.

If you have any questions concerning our objectives and methodologies of Title I, HEA project development in Michigan or the specific project I have been associated with, please contact me.

Sincerely,

Robert J. Riekse
Professor of Sociology-Consortium Project Director

RJR/mc

I

96th CONGRESS
1st Session

H. R. 4531

To amend title I of the Higher Education Act of 1965.

IN THE HOUSE OF REPRESENTATIVES

June 19, 1979

Mr. Ratchford (for himself, Mr. Gaydos, Mr. Hawkins, Mr. Corrada, Mr. Bailey, Mr. Kildee, Mr. Kogovsek, Mr. Miller of California, Mr. Stack, Ms. Ferraro, Mr. Mitchell of Maryland, Mr. Florio, Mrs. Chisholm, Ms. Oakar, and Mr. LaFalce) introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To amend title I of the Higher Education Act of 1965.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Lifelong Learning Act of 1979".

Sec. 2. Title I of the Higher Education Act of 1965 is amended to read as follows:

"TITLE I—LIFELONG LEARNING

"FINDINGS AND DECLARATION OF POLICY

"Sec. 101. (a) The Congress finds that—

"(1) the rapid pace of social, economic, and technological change has created pressing needs for education programs which focus on the retraining and continuing education of nontraditional students in all stages of life;

"(2) in a changing society, many disadvantaged adults are restricted from advancement or self-sufficiency by lack of education during youth, while still others are restricted because of barriers such as age, sex, race, handicap, national origin, or economic circumstance;

"(3) educational opportunities in the United States are limited primarily to Americans between the ages of 18 and 22, and institutions of higher education rarely have the capacity to meet the special needs of individuals who do not fall within the traditional student population;

"(4) with declining population growth rates, the future of education in the United States lies in its ability to respond to the challenges of lifelong learning, holding the promise of education and training which break the cycle of dependence for the disadvantaged;

"(5) the educational system of the United States holds vast potential for service in the realm of lifelong learning, but progress will be achieved only through an increased emphasis on planning, research, and coordination which more effectively utilizes existing resources at all levels of government; and

"(6) a successful national program of lifelong learning must marshal resources from a diverse range of higher education institutions, business, industry, labor, and other public and private organizations and institutions in order to meet the unique educational problems and needs of disadvantaged adults.

"(b) The Congress hereby declares it to be the policy of the United States that to make education and training opportunities available to all citizens throughout life, and to remove any barriers to such opportunities posed by previous education or training, age, sex, race, handicap, national origin, or economic circumstances.

"COMPREHENSIVE STATE PLANNING AND IMPLEMENTATION

"SEC. 102. (a)(1)(A) From 35 per centum of the sums appropriated pursuant to section 111, the Secretary shall allot to each State an amount which bears the same ratio to such sums as the adult population of such State bears to the population of all the States, except that for each fiscal year no State shall receive from such sums less than $50,000 for that year.

"(B) If the sums appropriated for any fiscal year are not sufficient to make payments of $50,000 to each State then the amount of each State's allotment shall be ratably reduced. If additional sums become available for any fiscal year for which allotments have been so reduced, then such allotments shall be increased on the same basis as they were reduced, except that if the sums so available exceed the amount required to allot $50,000 to each State such sums shall be allotted on the basis of population as required by paragraph (1).

"(2) If any State does not enter into an agreement satisfactory to the Secretary, or if in any fiscal year, any State does not have an agreement satisfactory to the Secretary pursuant to section 106, the Secretary shall reallot the funds that would have been allotted to such State to all other States with satisfactory agreements. Such reallotments to other States shall be made in proportion to their allotments pursuant to paragraph (1). Any amount reallotted to a State under this subsection during a year from funds appropriated shall be deemed part of its allotment under paragraph (1) for such year.

"(3)(A) In accordance with regulations prescribed by the Secretary, any State may file with the Secretary a request that a specified portion of its allotment under this title be added to the allotment of another State under this title for the purpose of meeting a portion of the Federal share of the cost of providing programs under this part.

"(B) If the Secretary finds that the programs with respect to which the request is made would meet the needs of the State making the request and that use of the specified portion of such State's allotment, as requested by it, would assist in carrying out the purposes of this part, such portion of such State's allotment shall be added to the allotment of the other State under this part to be used for the purpose referred to in subparagraph (A).

"(b)(1) From the amounts allotted under subsection (a)—

"(A) each State, in the case of a State receiving an allotment of less than $100,000, shall expend not less than 40 nor more than 50 per centum of such allotment, and

"(B) each State, in the case of a State receiving an allotment of more than $100,000, shall expend not less than 30 nor more than 40 per centum of such allotment,

to carry out a program of comprehensive statewide planning for lifelong learning to insure effective and efficient use of all available resources from whatever source for lifelong learning in the State to improve access to persons within the State to lifelong learning opportunities. Such planning shall give particular consideration to the needs of disadvantaged persons for lifelong learning opportunities.

"(2) The remainder of the funds allotted to a State which is not used pursuant to paragraph (1) may be expended by such State on activities to implement comprehensive statewide planning through grants to, or contracts with, appropriate institutions or agencies, or combinations thereof, within the State for the purposes of (A) improving access of persons (particularly of disadvantaged persons) in such State to lifelong learning opportunities and (B) encouraging better statewide coordination of various lifelong learning opportunities available and planned within the State, including those activities receiving Federal support under other statutes.

"(3) Not more than 5 per centum of the funds allotted under this section may be used for purposes of the administration of programs under section 103. Such funds may be appropriately deducted from the amounts available under either paragraph (1) or (2) of this section, or under both such paragraphs.

"GRANTS TO INSTITUTIONS OF HIGHER EDUCATION

"SEC. 103. (a) Thirty per centum of the sums appropriated pursuant to section 111 shall be available to States with agreements under section 106, for grants to institutions of higher education including, but not limited to, community colleges.

"(b) From the sums reserved under subsection (a), the Secretary shall allot to each State an amount which bears the same ratio to such sums as the adult population of such State bears to the adult population of all the States.

"(c) In order to receive funds under this section, States shall have carried out or be in the process of carrying out the requirements of section 102(b)(1) of this title and shall demonstrate the relationship between grants made under this section and the State planning required under section 102(b)(1).

"(d) Grants under this section shall be for the purpose of—

"(1) expanding and improving postsecondary continuing education programs and educational information and counseling services to help adults develop their potential, improve the well-being of their families and communities, and increase their ability to participate in civic, economic, and cultural activities;

"(2) making the instructional, research, and technical resources of postsecondary institutions available for diagnosing problems, identifying the knowledge, technical skills, and products appropriate to their solution, and implementing and evaluating programs to meet the needs of State and local governments, community groups, labor, and business;

"(3) developing strategies for obtaining long-term public and private support to assure that continuing education and community service programs will continue to be available to adults and community groups who would otherwise face programmatic and financial barriers to participation;

"(4) establishing policies and procedures for creating or expanding a labor education, training, and technical assistance program in one or more institutions of higher education, including the procedures to be used to develop cooperative arrangements for working with State level labor organizations—

"(A) to determine the specific nature and extent of the need for such services, and

"(B) to assess the interest and relative capacity of institutions of higher education in the State to apply their resources to meet the research, training, and developmental needs of workers and of officers and members of labor organizations.

"SPECIAL PURPOSE GRANTS

"SEC. 104. (a) From 30 per centum of the sums appropriated pursuant to section 111, the Secretary shall make grants and enter into contracts with public and private agencies, institutions and organizations, business, labor, and with individuals.

"(b) Grants and contracts under this section shall be for—

"(1) assessing, evaluating the need for, demonstrating, developing, and disseminating alternative methods to improve the access of disadvantaged persons to lifelong learning opportunities;

"(2) supporting activities and providing technical assistance, where necessary, designed to eliminate inequities with regard to age in the operation and policies of the educational system;

"(3) identifying and disseminating information about innovative education and training practices which offer promise of providing models for Federal, State, local, and institutional policies that would enhance the availability and effectiveness of lifelong learning opportunities; and

"(4) assisting schools for education and other institutions which provide for teacher education to retrain faculty, teachers, counselors and others so that they can become effective educators of the new clientele of students, especially disadvantaged adults who wish and need to learn throughout their lifetime.

"(c) No grant or contract may be awarded under this section to any applicant unless the Secretary has provided the State agency designated pursuant to paragraph (1) of section 106(a) an opportunity to comment on the relevance of the proposed grant or contract to the comprehensive statewide planning undertaken pursuant to section 102(b)(1) for at least thirty days. The Secretary shall make an explicit determination in writing prior to the award of any grant or contract regarding the extent to which the grant or contract relates to or is consistent with such comprehensive statewide planning.

"FEDERAL LIFELONG LEARNING ACTIVITIES

"SEC. 105. (a) From 5 per centum of the sums appropriated pursuant to section 111, the Secretary shall carry out a program of planning, research, coordination and information dissemination related to lifelong learning. In carrying out the provisions of this section, the Secretary shall—

"(1) foster improved coordination of Federal support for lifelong learning programs across Federal agencies;

"(2) establish a clearinghouse for information regarding lifelong learning, including the identification, collection, and dissemination to educators and the public of existing and new information regarding lifelong learning programs which are or may be carried out and supported by any department or agency of the Federal Government or the private sector;

"(3) review present and proposed methods of financing lifelong learning from public and private sources, including the administrative features of each, to determine the extent to which each promotes lifelong learning for the general public and the extent to which each serves to encourage participation in lifelong learning by those segments of the adult population not now enjoying equal opportunities for learning;

"(4) submit to the President and the Congress not later than October 1, 1982, an evaluation of the several hundred existing Federal programs supporting lifelong learning to determine the degree to which existing statutory authorities and funding levels encourage or discourage broad access of students and potential students to lifelong learning opportunities;

"(5) report to the President and the Congress on the progress of activities under this section by January 1 of each year through 1985; and

"(6) convene a Lifelong Learning Conference in 1983 for the purposes of assessing the progress of these activities, continuing the development of Federal lifelong learning policy and developing any necessary legislative recommendations for the improvement of this title, before the reauthorization of this title by the Congress in 1985.

"STATE AGREEMENTS

"SEC. 106. Any State desiring to receive its allotment of funds under sections 102(a) and 103(a) shall enter into an agreement with the Secretary containing such information and assurances as the Secretary may reasonably require to insure proper and efficient expenditure of Federal funds allocated to the State under this title. Such agreement shall—

"(1) designate as the State agency to receive, and to be responsible for expenditure of the State's allotment, the State agency responsible under State law for comprehensive statewide planning for postsecondary education, except that such State agency may delegate to another State agency or institution responsibility for specific implementation activities to be carried out in accordance with the comprehensive statewide planning conducted pursuant to section 102(b);

"(2) set forth policies and procedures to coordinate any activities undertaken pursuant to section 102(b) with State programs under the Comprehensive Employment and Training Act, the Older Americans Act, the Vocational Rehabilitation Act, the Vocational Education Act, the Career Education Incentive Act, and with all other State level activities assisted by the

Higher Education Act of 1965 (including Educational Information Centers) and other Federal laws intended to provide outreach, guidance, counseling, and educational and occupational information to persons within the State;

"(3) set forth the means to be used, consistent with State law, by the State agency designated pursuant to paragraph (1) to achieve active participation and involvement in the comprehensive statewide planning process of students and potential students (particularly disadvantaged persons) and existing and potential providers of lifelong learning opportunities and services within the State, including business, labor, educational institutions, State and local governments, community and voluntary agencies and other programs (including federally funded programs) serving adult learners, and including the use of advisory councils or other mechanisms appropriate to the State;

"(4) set forth the policies and procedures to be followed in granting Federal funds to institutions of higher education and combinations thereof, including the procedures to be used—

"(A) to determine the availability of and need for continuing education and community service programs;

"(B) to assess the commitment and the capacity of particular institutions to provide continuing education and community service programs;

"(C) to encourage the development of programs whereby institutions of higher education, in combination with other public and private agencies, institutions, and organizations, apply their resources to expand and improve continuing education and community service programs; and

"(D) to conduct, and make use of, periodic evaluations of the programs carried out under sections 102 and 103.

"(5) set forth policies and procedures designed to insure that Federal funds made available under this title will not supplant State or local funds, or funds of institutions and organizations within the State, but will supplement and, to the extent practicable, increase the amounts of such funds that would, in the absence of such Federal funds, be made available for programs of access to, or coordination of, lifelong learning programs.

"APPROVAL OF AGREEMENTS

"SEC. 107. The agreement between a State and the Secretary pursuant to section 106 shall be entered into by the Secretary if the Secretary finds that the information and assurances provided by the State meet the requirements of such section. Such an agreement shall remain in effect for the duration of the authorization of this title, and shall be subject to amendment from time to time as required by changes in either Federal or State law or regulations, or by changes in the information and assurances provided by the State pursuant to section 106.

"PAYMENTS

"SEC. 108. Payment under this title with respect to the allotment of funds under sections 102 and 103 shall be made to the State agency designated pursuant to section 106(1). Payments under this title from a State's allotment with respect to the cost of carrying out the activities set forth in sections 102 and 103 shall not exceed two-thirds of such costs for each fiscal year through 1985.

"NATIONAL ADVISORY COUNCIL ON LIFELONG LEARNING

"SEC. 109. (a)(1) The President shall, within ninety days of enactment of the Lifelong Learning Act of 1979, appoint a National Advisory Council on Lifelong Learning (hereafter referred to as the 'Advisory Council'), consisting of—

"(A) one representative each of the Departments of Health, Education, and Welfare, Agriculture, Commerce, Defense, Labor, Interior, State, and Housing and Urban Development, and the Community Service

Administration, and of such other Federal agencies having extension education responsibilities as the President may designate;

"(B) twelve persons, not in the employ of the Federal Government, who are knowledgeable in the fields of lifelong learning, State and local officials, or other persons having special knowledge, experience, or qualification with respect to community problems; and

"(C) five persons representative of the general public including students and potential students, particularly disadvantaged persons.

"(2) The President shall designate a Chairman from those persons not in the employ of the Federal Government. The Advisory Council shall meet at the call of the Chairman but not less often than twice a year.

"(b) The Advisory Council shall advise the Secretary in the preparation of general regulations and with respect to policy matters arising in the administration of this title, including policies and procedures governing the approval of State agreements under section 106 and policies to eliminate duplication and to effectuate the coordination of programs under this title and other programs offering lifelong learning activities and services.

"(c) The Advisory Council shall review the administration and effectiveness of all federally supported lifelong learning programs, including community service programs, make recommendations with respect thereto, and make annual reports, commencing on March 31, 1981, of its findings and recommendations (including recommendations for changes in the provisions of this title and other Federal laws relating to lifelong learning activities) to the Secretary and to the President. The President shall transmit each such report to the Congress together with his comments and recommendations.

"(d) In carrying out its functions pursuant to this section, the Advisory Council may utilize the services and facilities of any agency of the Federal Government, in accordance with agreements between the Secretary and the head of such agency, subject to section 448(b) of the General Education Provisions Act. The Advisory Council shall continue to exist until the programs authorized by this title are terminated.

"DEFINITIONS

"SEC. 110. (a) As used in this title—

"(1) the term 'adult' means any individual who is 18 years of age or older;

"(2) the term 'community service program' means activities and services provided by postsecondary institutions to national, State, and community groups and organizations to assist in the diagnosis of problems, the identification of knowledge, technical skills and products appropriate to their solution, and the development, delivery, and evaluation of programs for using these resources to address identified needs;

"(3) the term 'continuing education program' means postsecondary instruction and support services designed to meet the educational needs and interests of adults, including the expansion of available learning opportunities for disadvantaged adults who are not adequately served by current educational offerings in their communities;

"(4) the term 'disadvantaged persons' means adults who, because of circumstances of age, sex, low-income, handicap, minority status, status of unemployment or underemployment, lack of education or other significant barrier have been prevented from obtaining equal educational opportunities.

"(b) For purposes of sections 102(a)(1) and 103(b), the adult population of a State and of all States shall be determined by the Secretary on the basis of the most recent satisfactory data available from the Department of Commerce.

"APPROPRIATIONS AUTHORIZED

"SEC. 111. To carry out the purposes of this title, there are authorized to be appropriated such sums as may be necessary through fiscal year 1985.".

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